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A STUDY OF THE DEPARTMENT OF CIVIL RIGHTS OF THE  
CHICAGO COMMISSION ON HUMAN RELATIONS  
FROM 1943 TO 1954

Sister Claire Marie, O.S.F.

A Thesis Submitted to the Faculty of the Graduate School  
of Loyola University in Partial Fulfillment  
of the Requirements for the Degree  
of Master of Arts

June

1956

## DEDICATION

To my Mother, a valiant woman, who has in her life shared lovingly humanity's burdens, standing with Mary at the Cross while keeping her eyes steadily on the Son.

To my Father, a man of God, who has borne in his lifetime much hardship, pain and suffering for his fellowman, while keeping with him always the indomitable humor, joy and love of one who follows the Son.

## LIFE

Sister Claire Marie Sawyer, O.S.F., was born in Gillespie, Illinois, January 31, 1927.

She was graduated from Gillespie Community High School, Gillespie, Illinois, June 1945, and from Alverno College, Milwaukee, Wisconsin, August, 1951 with the degree of Bachelor of Arts.

From 1950 to 1956 the author taught in various grammar and secondary schools. At the time of the writing of this paper she taught at Alvernia High School for Girls in Chicago, Illinois. During 1952 and 1953 she took courses in sociology at Loyola University. She began her graduate studies at Loyola in September, 1953.



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## CHAPTER I

### INTRODUCTION

In selecting the topic for this thesis, this writer was particularly happy to be permitted to work on the present subject since some initial contact with the work of the Commission had already been made in the role of member on the Education Committee of the Commission on Human Relations over a period of three years. Together with this was the fact that action and study aimed at improving human relations have been of major interest in the work of this writer for several years.

The historical background in Chapter II was gleaned from the historical accounts of Chicago's early years. The research associated with Chapter III revealed a volume little known to the general public, though written in 1922. This book was the work of the short-lived Committee on Human Relations that originated and functioned immediately after the Chicago race riot in 1919. The recommendations of the committee were definite, far-seeing and quite practical. After its publication of the facts concerning the riot and the recommendations for the future, the committee was dissolved; with it seemed to vanish any hope for the fulfillment of those recommendations. But with the advent of the Mayor's Committee on Race Relations in 1943, the spark of life was renewed once more, to burn vigorously in the work of the present Commission.

Chapters III and IV benefited from the use of the minutes of the meetings of the commissioners from 1943 to 1954, inclusive; the Monthly Reports of the

Chicago Commission on Human Relations became the basis for Chapter V. Various publications and printed reports of the Commission gave a brief idea of the work of the Commission during the years. Interviews and informal chats with present and past members of the staff, particularly with those of the Department of Civil Rights, were the basis for a glimpse of the workings of the department, its past and present problems, its successes and the possibility of an improved future.

Information concerning training procedures and work of the Chicago Police Department and the Chicago Park District in maintaining good human relations, quelling riots or near-riots, and in preserving discipline in danger areas were provided by the manual prepared for the use in the Chicago Park District Police Training School, The Police and Minority Groups. Captain William Szarat of the Chicago Park District Police and Lieutenant (now Captain) John M. Cullinan of the Chicago Police Department were interviewed. The officers seemed very reluctant to speak at any length of the actual work of the men on duty in such areas. However, they were more than willing to speak of the tension areas and the causes for such tension. The validity of the criticism of the relationship of the Department of Civil Rights to the Police Department in Chapter VII must be thoughtfully weighed. The information is limited; and must rest to a great extent on the ideal set up for the departments of police by their manuals and training programs and the report of cooperation as found in the Monthly Reports.

The conclusions and evaluations of the work of the Civil Rights Department of the Chicago Commission on Human Relations are those of this writer. If they seem overly optimistic, it may be due to the association with the outstanding individuals that make up the staff and who themselves are indubitably optimistic

while being realistic. If, at times, the criticisms and evaluations seem pessimistic, perhaps it is due to the constant reference in the mind of the writer to the present scene enacted daily in the city of Chicago, of continual abuses of human beings by other human beings.

The writer has tried to be objective in the classification of materials and in the presentation of the work of the Department of Civil Rights, without, however, losing the vision that must be a part of every man's life for a better world: where man can live with man, as brother with brother; where color, creed or national heritage are not the test of a man; but where the faith-filled eyes, the helping hand, and the willing heart are the vigorous answer to Cain's question of old, "Am I my brother's keeper?"

## CHAPTER II

### CHICAGO: ITS POPULATION AND PROBLEMS

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 American Yankees, succeeding waves of European immigrants settled here-- Germans, Scandinavians, Irish, Italian, Polish, Greeks. Jews from central Europe and later from eastern Europe added still other ingredients to the melting pot. Most of the descendants of those settlers have lost their foreign identity and regard themselves simply as Americans. But cultural differences and prejudices sometimes still demarcate these groups.<sup>1</sup>

Little thought was given to the cultural differences and prejudices that would play such an extremely important role in the history of Chicago by the earliest Chicago "citizens" as they patiently lifted their canoes overhead and walked across the strip of land between the river and the lake. This strip of land, often referred to as a watershed, divided two bodies of water, which if joined would make possible a continuous waterway from the lakes to the Gulf of Mexico. Such a waterway would prove an important asset to the growth of any settlement. "But every white man who came there from the time of Father Marquette and Louis Joliet, dreamed of a canal that would link the Five Lakes

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<sup>1</sup>Chicago Commission on Human Relations, The People of Chicago (Chicago, 1952), p. 1.



with the Father of Waters."<sup>2</sup> It remained a dream until 1848 when the Illinois-Michigan Canal linked the lake with the Mississippi River.<sup>3</sup>

In the meantime Chicago's first settler, often referred to as its founder, settled on the banks of the Chicago River. A San Dominican Negro, Baptiste Pointe du Sable, and his Indian wife lived there a few years and then moved on to Peoria.<sup>4</sup> They were but the beginning of numerous groups and individuals to pass this way until the first fort began to rise above the marshy land in August of 1803. The fort was named after the Secretary of War, General Henry Dearborn. During the ensuing nine years, the population of the fort increased little or not at all. In August, 1812, the Pottawattomies struck down even that small group in what history called the massacre of Fort Dearborn.<sup>5</sup>

With the relentless courage of a pioneer and the vision of a dreamer, John Kinzie persuaded the government "to reestablish the garrison at Chicago. . . . Fort Dearborn went up again, one hundred and twelve soldiers . . . arriving for that task on that July 4."<sup>6</sup> The year was 1816.

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<sup>2</sup> St. Clair Drake and Horace R. Cayton, Black Metropolis (New York, 1945), p. 19.

<sup>3</sup> Ibid.

<sup>4</sup> Robert C. Weaver, The Negro Ghetto (New York, 1948), p. 14.

<sup>5</sup> Lloyd Lewis and Henry Justin Smith, Chicago, the History of Its Reputation (New York, 1929), p. 15.

<sup>6</sup> Ibid., pp. 17 - 18.

At the time of its founding in 1833, Chicago boasted two hundred souls and 243 buildings.<sup>7</sup> Several of these souls belonged to the darker brethren; the count is unknown. "The first great wave of immigration in the Forties brought the Irish fleeing from a famine brought on by the failure of the potato crop from the heavy hand of English absentee landlords."<sup>8</sup> By 1850, 323 colored people were part of the growing population.<sup>9</sup> In that same year over one-half the inhabitants of Chicago were foreign-born. Ranking first were the Irish, followed by the Germans with the English, Welsh, and Scotch making up the third largest group.<sup>10</sup> The population figure for the year of 1850 was 29,963.<sup>11</sup>

Before the outbreak of the Civil War, escaped slaves on their way to Canada passed through the frontier town; a few of them settled down to live, to become a part of the growing lake town. During the troublesome years, the Negro population began its slow, tedious increase. With the end of the war, the breakdown of the plantation system and the consequent disruption of the economy of the South, industries in the North beckoned to the newly freed "black." Aided by the meat packing strike of 1894 and 1904, during which time the Negroes were urged to come North to fill the jobs of the striking packers, the Negro population rose rapidly. By 1900 they numbered thirty thousand.<sup>12</sup>

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<sup>7</sup> Drake and Cayton, p. 19.

<sup>8</sup> Ibid., p. 8.

<sup>9</sup> Weaver, p. 14.

<sup>10</sup> Drake and Cayton, p. 8.

<sup>11</sup> Philip M. Hauser and Evelyn M. Kitagawa, editors, Local Community Fact Book for Chicago, 1950 (Chicago, 1953), p. 2.

<sup>12</sup> Horace R. Cayton, Social Action (New York, 1940), VI, 9 - 10.

In addition to the labor supply from the South, Chicago had "drawn upon that general worldwide population movement of the last two centuries which peopled the great American City. From its birth until the First World War, it tapped a seemingly inexhaustible pool of European labor for Midwest Metropolis has been one of those spots to which people have streamed for more than a century seeking an opportunity to 'get ahead,' to shake off the past, to 'start over.'" <sup>13</sup>

By 1890, sixty years after its birth, Chicago had become a city of a million persons, and three-quarters of them were either foreign-born or children of the foreign-born. The Germans, the Irish, and the Scandinavians had been arriving by the thousands, encouraged by "runners" in New York, who met the boats and persuaded immigrants to seek their fortunes in Midwest Metropolis. The stream of Northern European immigrants diminished in the Eighties, and Eastern Europeans, particularly Poles and Jews, began to appear in increasing numbers. The "new immigration" reached floodtide between 1900 and 1910, with some 30,000 Italians, 120,000 Russians, 24,000 Hungarians, and 5,000 Greeks pouring into the city during this period. <sup>14</sup>

With the outbreak of the First World War, immigration from Europe came to a virtual standstill. The rapid expansion of industries to meet wartime needs and the shortage of workers created a demand for colored laborers. Chicago looked once again to the Deep South for an answer to her problem. The year 1915 began the time, known among other things, as that of the "Big Migration." Between 1910 and 1920, sixty-five thousand colored people arrived making an increase of 150 per cent in the Negro population. <sup>15</sup>

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<sup>13</sup> Drake and Cayton, p. 7.

<sup>14</sup> Ibid., p.8.

<sup>15</sup> Weaver, p. 27.

After the war European immigration was resumed; but now it was a mere trickle as compared with former dimensions. It was composed mostly of small numbers of Italians, Germans, and Mexicans.

On the eve of the Depression there were still over 800,000 persons of foreign birth in Midwest Metropolis, but the city was in the process of becoming an "American" city, people primarily by Negroes and native whites. . . . During the Depression years there was a 20 per cent decrease in the foreign born population. It was balanced by a 20 per cent increase in the Negro population. The Second World War further depressed foreign immigration and stepped up Negro migration into the city. Between Pearl Harbor and D-Day some 60,000 Negroes . . . almost one person in every ten--were living in Midwest Metropolis.<sup>16</sup>

By 1950 Chicago had grown to 3,620,962; the colored population from 282,244 in 1940 to 509,512 in 1950. The decade of 1940 to 1950 saw the arrival of a new type of immigrant, the Puerto Rican and the Mexican. The Mexican American population had grown from 15,000 in 1940 to 30,000 in 1950.<sup>17</sup> "Our main sources of new workers and their families are from Puerto Rico and Mexico, particularly Puerto Rico."<sup>18</sup> Along with these two groups came the Oriental. The next great population change was among the Japanese-Americans who numbered about 400 in 1940 and in 1950 were 14,000.<sup>19</sup>

The tables on pages ten and eleven denoting the population changes and make-up from 1840 to 1950, inclusive, use the term race as derived from "that which is commonly accepted by the general public. They do not, therefore, reflect clear-cut definitions of biological stock, and several categories obviously refer to national or ethnic groups. The non-white groups consist of

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<sup>16</sup> Drake and Cayton, p. 9.

<sup>17</sup> Chicago Commission on Human Relations, The People of Chicago, p. 6.

<sup>18</sup> Francis W. McPeck, 1954: A Troubled Year, Address at Ninth Annual Awards in Human Relations Luncheon, 1954.

<sup>19</sup> Chicago Commission on Human Relations, The People of Chicago, p. 6.

Negroes, Indians, Japanese, Chinese and other non-white races. Persons of Mexican birth or ancestry who are not definitely Indians or of other non-white races are classified as white in 1950."<sup>20</sup> However, the term Negro in these tables "includes persons of mixed white and Negro parentage, and persons of mixed Indian and Negro parentage unless the Indian blood [sic] very definitely predominates or unless the individual is accepted in the community as an Indian."<sup>21</sup>

The famous "melting pot" of America found itself hard pressed to melt down the elements that made Chicago. With the influx of the Irish in the eighteen-forties, waves of anti-Catholicism swept over the city. Occupying the area affording the cheapest living space, they thereby occupied the most notorious parts of the city. The Chicago Tribune asked, "Why do our police reports average two representatives from 'Erin the soft green isle of the ocean,' to one from almost any other inhabitable land of the earth?"<sup>22</sup> A visitor from Providence, Rhode Island, found the Germans and Irish living on the North Side of Chicago in 1857. Descriptively he commented: "The north side of the Chicago River is inhabited mostly by Germans and contrasts very unfavorably with the south side. Although it was Sunday, the shops were all open and everywhere were seen groups of Germans, smoking, jabbering and drinking Lauger beer to their hearts' content. Here also, were numerous children of all ages and sexes, gathered about the doors and in the streets, who are never seen on the south

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<sup>20</sup>Hauser and Kitagawa, p. xiv.

<sup>21</sup>Ibid.

<sup>22</sup>Chicago Commission on Human Relations, The People of Chicago, p. 6.

TABLE I  
POPULATION OF CHICAGO FROM 1840-1950<sup>23</sup>

Years	Total Population	White	Native	Foreign	Non-white	Negro	Other Races
1840	4,470	4,417	-	-	53	53	-
1850	29,963	29,640	-	-	323	323	-
1860	109,260	108,305	-	-	955	955	-
1870	298,977	295,281	150,858	144,423	3,696	3,691	5
1880	503,185	496,495	-	-	6,690	6,480	210
1890	1,099,850	1,084,998	635,370	449,628	14,852	14,271	581
1900	1,698,575	1,667,140	1,081,720	585,420	31,435	30,150	1,285
1910	2,185,283	2,139,057	1,357,840	781,217	44,226	44,103	2,123
1920	2,701,705	2,589,169	1,783,687	805,482	112,536	109,458	3,078
1930	3,376,438	3,137,093	2,281,316	855,777	239,345	233,903	5,442
1940	3,396,808	3,114,564	2,441,859	672,705	282,244	277,731	4,513
1950	3,620,962	3,111,525	2,585,467	526,058	509,437	492,265	17,172

<sup>23</sup>

Hauser and Kitagawa, p. 2.

TABLE II  
POPULATION OF CHICAGO ACCORDING TO PERCENTAGE FROM 1840-1950<sup>24</sup>

Years	% Total Population	% White	% Native	% Foreign	% Non-white	% Negro	% Other Races
1840	100.0	98.8	-	-	1.2	1.2	-
1850	100.0	98.9	-	-	1.1	1.1	-
1860	100.0	99.1	-	-	0.9	0.9	-
1870	100.0	98.8	50.5	48.3	1.2	1.2	... (a)
1880	100.0	98.7	-	-	1.3	1.3	...
1890	100.0	98.6	57.7	40.9	1.4	1.4	0.1
1900	100.0	98.1	63.6	34.5	1.9	1.8	0.1
1910	100.0	97.9	62.2	35.7	2.1	2.0	0.1
1920	100.0	95.8	66.0	29.8	4.2	4.1	0.1
1930	100.0	92.9	67.6	25.3	7.1	6.9	0.2
1940	100.0	91.7	71.9	19.8	8.3	8.2	0.1
1950	100.0	85.9	71.4	14.5	14.1	13.6	0.5

(a) Less than 0.05% of population

side. We walked leisurely along through miserable Irish shanties till we reached the lake. . . . "<sup>25</sup>

One of the nativistic organizations and the most widely known was the "Know-Nothings" founded as a political party. "Vaguely it declared that it was out to protect the American institutions from the insidious wiles of foreigners, but in reality it was hitting at Roman Catholicism. . . . Only native Americans and those Protestants who had been naturalized should rule the country . . . and although Chicago's population in '55 was more than half foreign-born, the nativistic ticket swept the city."<sup>26</sup>

Bitter protest resulted, uniting Germans and Irish, when a temperance crusade joined with the Know-Nothings, persuaded Mayor Boone to raise saloon fees from \$50 to \$300.<sup>27</sup> The immediate effect was the closing of the small beer saloons of the near North Side. Finally the enforcing of an obscure village law which forbade the sale of liquor on Sunday brought about the "foreigners' riot" since the law was enforced only upon the "foreigners' beer gardens and saloons" and not upon "native-owned bars." Police and foreigners clashed in an armed riot. "A fusillade began, clubs popped on heads, the fight was general, although when the rioters retreated only one corpse could be found on both sides."<sup>28</sup> A wave of reaction against prohibition and the

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<sup>25</sup>E. L. Peckham, "My Journey Out West," from Journal of American History XVII, (1923). Quoted in Bessie Louise Pierce, editor, As Others See Chicago (Chicago, 1933), pp. 168 - 169.

<sup>26</sup>Lewis and Smith, p. 72.

<sup>27</sup>Ibid.

<sup>28</sup>Ibid.



Know-Nothings set in, and a new liberal administration was sent to City Hall.

The advent of anti-slavery campaigns in Chicago once again entangled the Irish who staunchly supported the pro-slavery Democratic party.

Anxious eyes turned to the South Sides, where lived the Irish. There the rub would come. As a unit the Irish had opposed the abolitionists and all who planned to set the negro free. From the day that the average Irish immigrant landed in the New World he took this stand. He had fled poverty and starvation at home. It was necessary that he work with his hands. Along the rivers this put him into competition with slave labor. Naturally he became anxious to preserve race distinctions, and ever after he had risen to boss other laborers . . . he held to the notion that slavery was just the thing for the colored man. This brought him . . . into the Democratic party, which would leave slavery alone. Furthermore that party, under the broadly human leadership of the Protestant Stephen A. Douglas, had welcomed the Irish Catholic newcomers into its ranks, while the Whigs, priggishly vain of the "old American stock," repelled them.

Then when the Know-Nothings, preaching racial and religious hatred, joined with the Abolitionists in the newly formed Republican party, an Irishman was doubly a Democrat. It bound him to that party with bonds of rage when he heard Know-Nothings say, "The Roman Catholics are all Democrats because the Pope had ordered them to support the Southern slaveholders."<sup>29</sup>

With the new wave of immigrants from southern Europe the old cudgel of prejudices and worn-out diatribes was used against them. "Kike, pollack, dago" were added to the ever-lengthening vocabulary of the intolerant. The charge of filthiness made against the Italians was answered by Jane Addams that it "could be attributed to their crushing existence in the crowded tenement houses."<sup>30</sup>

"Almost the only people who were invited to this country, with the exception of Lafayette and Kosciusko," and who were "even sent welcoming

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<sup>29</sup>Ibid., p. 87.

<sup>30</sup>Chicago Commission on Human Relations, The People of Chicago, p. 6.

committees all the way to Africa to bring them here,"<sup>31</sup> were the ones to feel prejudice and discrimination as a part of their daily fare over the longest period of time in the most violent forms.

Between 1840 and 1850 hundreds of Negroes poured into the city seeking refuge from slavery. "Chicago gradually became an important terminal on that amazingly ingenious combination of secret trails, mysterious hay wagons, hide-outs, and zealous people that was known as the Underground Railroad."<sup>32</sup> Despite the Federal Slave Law of 1793, sympathetic Chicagoans still engaged in the unlawful transportation. Illinois passed laws commonly known as the Illinois Black Code which required every Negro who remained in the city to post a thousand dollar bond and to carry a certificate of freedom.<sup>33</sup> With the end of the Civil War, the Black Code was repealed. By 1870 the Negroes had the right to vote guaranteed, and in 1874 segregation in schools was abolished. Finally in 1885 the famous civil rights law was passed, protecting the liberties of Negroes.<sup>34</sup>

Within a generation after the Civil War the community of the free was accepted as a normal part of the city's life. The tradition became set that Negroes could compete for power and prestige in the economic and political spheres. Yet the badge of color marks them as socially different. Also, the fact that no Negroes rose to the highest positions in the community and public life of early Chicago suggests that in a vague but nevertheless decisive sense they were thought of as having a subordinate place.

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<sup>31</sup> Augustine J. Bowe, Statement Relative to Seven Housing Sites Recommended by the Chicago Housing Authority to the City Council (Chicago, Feb. 21, 1950).

<sup>32</sup> Drake and Cayton, p. 32.

<sup>33</sup> Ibid.

<sup>34</sup> Ibid.

Before the Civil War the Negro was the protagonist of the abolitionist drama. After Emancipation he was no longer a hero around whom stirring battles were fought in the city streets and the courts. He and his people became just one more poverty-stricken group competing in a city where economic and political issues were being fought out behind the facade of racial, national, and religious alignments. It was a city which for the next thirty years was riven by class conflicts and seared by two disastrous fires--but which was steadily laying the foundations for industrial and commercial supremacy in the Middle West.<sup>35</sup>

During the period of the Big Migration the great numbers entering the city made themselves felt in the social as well as in the economic sphere. The Negro migrant, for the most part unskilled, friendless and foreign in the new setting of the North needed Lebensraum very badly indeed. The only vacated areas available for him were the slums since he was the latest of the migrant groups to come to Chicago and belonging as he did to the lower socio-economic group. To him, then, was given the doubtful legacy of buildings already out-worn, out-lived, and out-moded by the turn of the century--buildings that had expelled their former groups of living men to the north and to the west of the "Big City." Yet unlike these groups in the ordinary course of economic advancement, the Negro would not be permitted to move out and make room for succeeding migrant groups.

Following the Civil War there had been sporadic attempts to prevent the newly freed slaves from buying property, but it wasn't till the 1920's that a concentrated effort, backed by judicial decisions, gave this prohibition some semblance of law. Some Chicago politicians, ever sensitive to the clamor of voting constituents, entered the scene. Jumping to the conclusion that since racial segregation was permissible in school, transportation and the like,

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<sup>35</sup>Ibid., p. 45.

cities also had the right to pass and impose segregation laws in housing. The expansion of white-only areas was aided by the passage of bills legalizing racial restrictive laws.<sup>36</sup> Two-fifths of the covenants of Chicago were enacted between the years 1927 and 1929. By 1930 three-fourths of all residential property in Chicago was bound by restrictive covenants. The period of major growth for racial restrictive covenants was between 1925 and 1944. The area on the south side, from Thirty-ninth Street to the city limits on the south, and from Cicero on the west to the Lake on the east, was covered by 222 covenants.<sup>37</sup> Thirty per cent of the area zoned for homes in the city of Chicago on the south side was covered by restrictive covenants. The importance of the covenanted area multiplied their effectiveness since they encircled the north districts and covered great stretches of vacant land on the south and west sides of the city.<sup>38</sup>

The natural movement of any group from the slum area has been away from the blighted district as the group advanced socially and economically. Unlike other people when increasing income or decreasing desirability of the neighborhood gives them cause to move, the Negro's mobility is usually within the boundaries of the area of concentration. The area of concentration that the

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<sup>36</sup> A general definition of a racial restrictive covenant is an agreement not to sell, lease, or permit occupancy of land or residential property to members of a specific race, religion, or national group.

<sup>37</sup> Herman H. Long and Charles S. Johnson, People vs Property (Nashville, 1947), p. 12.

<sup>38</sup> John Doebele, Fair Housing Practices (Chicago, 1947), p. 3.

Negro must perforce occupy is a portion of Chicagoland known as the "Black Belt." In 1945 the Black Belt which was situated in the heart of the city, was approximately seven miles in length and one and one-half miles in width. This area housed over eighty per cent of Chicago's Negro population.<sup>39</sup>

The 1950 Census of Housing Block Statistics showed that the non-white family population rose from 282,244 in 1940 to 509,512 in 1950. An area which had previously housed 13,484 white families had to serve 23,326 Negro families.<sup>40</sup> In certain blocks there were 3,580 families and 646 roomers living in buildings originally designed to house 1,127 families.<sup>41</sup> "One square mile on our South Side has a higher population density than is found even in Calcutta."<sup>42</sup>

Being one of the later groups to move to the city and confined as he is to living in segregated areas, the Negro has for his portion the oldest part of the city with the most dilapidated dwellings. Concerning this Charles S. Johnson summarized the problems which face the Negro in his residential areas:

1. The areas tend to exhibit greatest municipal neglect not only because old dwellings are the hardest to keep in repair, but because the residents themselves have the least to say about the services provided by the city.

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<sup>39</sup> Drake and Cayton, p. 12.

<sup>40</sup> Chicago Commission on Human Relations, The People of Chicago, p. 6.

<sup>41</sup> National Committee Relations Advisory Council, Equal Opportunity in Housing (New York, 1952), p. 6.

<sup>42</sup> Rev. Daniel M. Cantwell, Housing, A Seminar on Negro Problems in the Field of Social Action (Chicago, 1949).

2. Structures are owned by persons other than those occupying them.

3. Exploitation of rentals and other living costs such as food is prevalent. (It is interesting to note the marked increase in prices for all commodities as soon as one enters the Black Belt).

4. Structures are used for those purposes other than intended (stores into kitchenette apartments).

5. Large numbers of boarders are to be found here.

6. Congestion is felt in family living, in schools, and other public institutions.

7. Highest mortality, death and crime rates because of unregulated and frequently unsupervised group living on a low and depressing economic level are to be found here.<sup>43</sup>

With the ever increasing Negro migration into the city, Negro move-ins into hitherto all-white neighborhoods began. The psychological aspect of the hysteria caused by the possible threat of Negro invasion lead to the unscrupulous practices of some brokers to persuade the home owners to "dump" their property at any cost. Rumors circulated that Negroes were moving into the neighborhood and the consequent wholesale dumping brought down the market value of the property. Brokers emphasized this threat of inundation and offered to "bail out" the old residences in buying the property below market value. When invasions did begin, as inevitably they would while salable property was to be had, the price

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<sup>43</sup>Long and Johnson, pp. 2 - 4.

immediately sky-rocketed.<sup>44</sup> Overcrowding, exorbitant rent, break-down of sanitary facilities, and other social evils lead to the growth of new blight areas.

Despite the passing of the Fourteenth Amendment in 1866, ensuring the protection of a citizen's life, liberty, and property, its enforcement in several areas is so negligible as to be non-existent. One such area is that of the racial restrictive covenants. The protection of property according to law seemed somehow reconcilable with covenants. Such race restrictions imposed by subdividers or by neighborhood organizations were held to "private contracts" and hence not violative of the equal protection clause of the amendment. The reason given by the courts was that only state action, not private action is proscribed by the Constitution.

However in October of 1947 the United States Supreme Court for the first time took public action against a racial restrictive covenant as a violation of the Fourteenth Amendment. In the case of Shelley v. Kraemer, the following decision was handed down by the highest tribunal of our land:

We hold that in granting judicial enforcement of the restrictive agreements in these cases, the states have denied petitioners the equal protection of the laws and that, therefore, the action of the state courts can not stand. We have noted that freedom from discrimination by the states in the enjoyment of the property rights was among the basic objectives sought to be effectuated by the framers of the Fourteenth Amendment. That such discrimination has occurred in these cases is clear. Because of

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<sup>44</sup> See Appendix I for role of real estate agencies and neighborhood associations in enforcing the racial restrictive covenants.

the race or color of these petitioners they have been denied rights of ownership or occupancy enjoyed as a matter of course by other citizens of different race or color.<sup>45</sup>

Housing, Negro housing in particular, has been at the root of many of the problems of Chicago in the past. It will undoubtedly be at the root of many similar ones in the future unless some sort of immediate and adequate planning and actual work is accomplished to alleviate the "teeming blocks" on Chicago's South Side, especially in the area of the Black Belt. "Congestion in cramped quarters is the worst feature of Negro life in Chicago, and contributes to many other ills. It overcrowds the schools, perverts home life, and makes for juvenile delinquency. Wider and better living space for Negroes is the outstanding problem in city planning."<sup>46</sup>

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<sup>45</sup> "Legal Principles," Appendix E--Excerpts by the Racial Relations Service, Housing and Home Finance Agency, Nov., 1951.

<sup>46</sup> Edwin R. Embree, Informal Report of the Mayor's Committee on Race Relations for the Five Months Since its Appointment in July, 1943, January 10, 1944.



## CHAPTER III

### THE CHICAGO COMMISSION ON HUMAN RELATIONS

Throughout the United States unrest and tension seethed in the background as the decade of 1910-1920 progressed. Due to the war, the increased demand for colored workers brought many Negroes from the rural South to the urban North. Advantages to the Negro in almost every sphere--economic, social, educational--gave the added impetus to migration. During that time the population of Chicago increased 516,422 of which 65,355 were Negroes.<sup>1</sup>

Here and there throughout America, the tensions of postwar readjustment flared into open violence. On the labor front and along the color-line, deep-laid frustrations, uneasy fears, and latent suspicions bobbed to the surface. Group antagonisms suppressed and sublimated by war effort now returned with doubled fury. For labor, there were the "Palmer raids"; for the Negro, lynchings and riots. The South, particularly was nervous. Returning Negro soldiers, their horizons widened through travel constituted a threat to the caste system. They must be kept in their place. A wave of interracial conflict swept the country involving communities in the North as well as in the South.<sup>2</sup>

More than doubling their population, the Negroes sought more and more room for expansion. Housing, recreational facilities, transportation were taxed to the breaking point. Overcrowding the Black Belt led to the rental or

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<sup>1</sup>Hauser and Kitawaga, p. 2.

<sup>2</sup>Drake and Cayton, p. 65.

purchase of homes in all-white neighborhoods. Sporadic bombings of Negro homes occurred in 1918, but the situation came to an open break on July 27, 1919. On that hot, sultry day in July, when the beaches were crowded with persons seeking relief from high temperatures of small apartments and flats, a seemingly insignificant incident occurred which plunged the city into five days of barbarism and fear.

It was four o'clock Sunday afternoon, July 27, when Eugene Williams, seventeen-year-old Negro boy was swimming off shore at the foot of Twenty-ninth Street. . . . The part near Twenty-seventh Street had by tacit understanding come to be considered as reserved for Negroes, while the whites used the part near Twenty-ninth Street. . . . Williams, who had entered the water at the part used by Negroes, swam and drifted south into the part used by whites. . . . Then began a series of attacks and threats, counter-attacks and stone-throwing. Women and children who could not escape hid behind debris and rocks. . . . Williams, who had remained in the water during the fracas, found a railroad tie and clung to it; stones meanwhile frequently striking the water near him. A white boy of about the same age swam near him. As the white boy neared, Williams let go of the tie, took a few strokes, and went down. The Coroner's jury rendered a verdict that he had drowned because fear of the stone-throwing kept him from shore. His body showed no stone bruises but rumor had it that he had actually been hit by one of the stones, and drowned as a result.

On shore guilt was immediately placed upon a certain white man by several Negro witnesses who demanded that he be arrested by a white policeman who was on the spot. No arrest was made.

The tragedy was sensed by the battling crowd; awed by it, they gathered on the beach. For an hour both whites and Negroes dived for the boy without results. Awe gave way to excited whispers. "They" said he was stoned to death. The report circulated through the crowd that the police officer had refused to arrest the murderer. The Negroes in the crowd began to mass dangerously. At this crucial point the accused policeman arrested a Negro on a white man's complaint. Negroes mobbed the white officer, and the riot was under way.<sup>3</sup>

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<sup>3</sup> The Chicago Commission on Race Relations, The Negro in Chicago (Chicago, 1922), p. 4.

Fighting broke out on the beaches and spread rapidly to various parts of the city. Attacks and reprisals were particularly bitter up and down the west and south boundary between the Irish neighborhoods and the Black Belt. Here youthful white gangs raided the Negro community, attacking the people whom for years they had derided as "jigs," "shines," "dinges," "smokes," and "niggers," and who were now fair game. The rising smoke from burning homes, in the white neighborhoods around the stockyards and the railroad tracks, during the next two days, was silent evidence of the embittered Negroes' reprisals.<sup>4</sup>

"The police seemed powerless, indeed, there was some evidence that they were friendly to such gangs as Ragen's Colts, the Lorraine Club, the Sparkler's Club--all mentioned, but none convicted, in connection with murderous assaults."<sup>5</sup>

Within twenty-four hours leaders of both the white and colored petitioned Chief of Police Garrity and Mayor Thompson to call in the militia. They refused, asserting that their own men on the police force would bring the situation under control. Finally Governor Lowden, watching the happenings from a hotel window, called for troops. They arrived Wednesday evening, July 30, after the city had been in a state of riot since Sunday. "With the arrival of these five thousand men . . . the riot began to die down. A rain-storm followed the intense July heat that had helped madden the crowds. From this time on . . . the violence was sporadic, scattered and meager."<sup>6</sup>

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<sup>4</sup>Ibid., p. 66.

<sup>5</sup>Lewis and Smith, pp. 396 - 397.

<sup>6</sup>Ibid., p. 397.

Damage to private homes, stores, hotels and city property brought the loss well over the million dollar mark. But the loss in lives of the fifteen whites and twenty-three Negroes, the bitter resentments and fears that resulted could never be estimated. In the following months and years, examination of the conditions that preceded that eventful day in July showed only too clearly the path Chicago and her citizens were taking. Many had tried to warn the officials of the impending disaster. Yet "the black cloud rising for several years past had been met with no civic movement merited by such a problem. Good negro leaders had worked to benefit and civilize the newcomers from the South, white philanthropists like Rosenwald had done what they could, while the City Hall worked to corrupt the black men politically and morally. But it was after and not before the outbreak of July, 1919, that organized . . . study met to work--and then it was ordered by the Governor of the State and not by the Mayor or City Council of Chicago."<sup>7</sup> The Governor formed a State Commission to "study the psychological, social, and economic cause"<sup>8</sup> of the riot. Twelve persons, six of each race, were appointed. The outcome of intensive study was a "great book of nearly seven hundred pages."<sup>9</sup>

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<sup>7</sup> Ibid., pp. 394 - 395.

<sup>8</sup> Ibid., 397.

<sup>9</sup> Ibid.

Some of the findings and recommendations listed by this Commission

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were:

1. Establishment of the blame for the riot placed on many agencies and factors.
2. Recommendations to the police, militia and courts to correct the "gross inequalities of protection" at beaches and playgrounds, and eliminate discrimination in arrests.
3. Close the athletic clubs such as the Ragen's Colts, the Lorraine Club, etc.
4. Close the Negro vice areas.
5. Issue an order by the City Council to raze "all houses unfit for human habitation, many of which the Commission has found exist in the Negro residence area."
6. Municipal services, such as garbage disposal, were greatly neglected in certain areas, particularly the Negro residential areas.
7. More adequate recreational facilities should be provided for the Negroes, but the Negro should also be protected in his use of public recreational facilities.
8. The Board of Education was asked to:
  - a. Use more care in the selection of principals and teachers for the Negro community.
  - b. Alleviate overcrowding and double shifts in schools.

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<sup>10</sup>The Chicago Commission on Race Relations, The Negro in Chicago, pp. 640 - 651. This twenty-two point summary, as well as the quotations, is adapted from this source.

c. Exercise more supervision over issuing work permits to minors.

d. Establish adequate night schools.

9. Restaurants, theatres, stores and other public service accommodations were informed that "Negroes are entitled by law to the same treatment as other persons." They were urged to make this their policy.

10. Labor unions were warned not to exclude the Negro from the unions and industries.

11. Employers were also warned not to use Negroes as strike-breakers.

12. Once again the public was reminded that the Negro had the right to live anywhere in the city. Chicago's race problem "will be made worse by methods tending toward forcible segregation or exclusion of Negroes."

13. The Negro was urged to be more reliable in attendance at work.

14. The Negro community was urged "to contribute more freely of their money and personal effort to the social agencies developed by public-spirited members of their race; also to contribute to the general social agencies of the community."

15. The growing race consciousness, the Commission felt, was a factor in the race riot: " . . . while we recognized the propriety and social values and race pride among Negroes . . . thinking and talking too much in terms of race alone are calculated to promote separation of race interests and thereby to interfere with racial adjustment."

16. Negro newspapers were asked to exercise greater care and accuracy in reporting racial conflicts.

17. A long-range educational program was proposed, based on the belief that "no one, white or Negro, is wholly free from an inheritance of prejudice

in feeling and in thinking. . . . Mutual understanding and sympathy . . . can come completely only after disappearance of prejudice. Thus the remedy is necessarily slow."

18. Social, civic, labor, and religious organizations were asked to "dispel false notions of each race about the other," such as, "the common disposition arising from erroneous tradition and literature, to regard all Negroes as belonging to one homogeneous group and as being inferior in mentality and morality, given to emotionalism and having an innate tendency toward crime, especially sex crime."

19. Seeking to dissolve one of the myths of race namely that white and Negro if hired to work on the same job would clash, the Commission pointed out that in "89 per cent of the industries investigated by the Commission, Negroes were found working in close association with white employees, and that friction between these elements had rarely been manifested."

20. In order to bring about better understanding among the races, it was suggested to principals and teachers that they "encourage participation by children of both races in student activities."

21. Civic and social groups were asked to interchange speakers between Negro and white groups.

22. The daily newspapers were asked to tone down the sensationalism of Negro crime and print more about Negro achievement. It was also asked that the word "Negro" be capitalized and that the use of the word "nigger" be avoided.

Of these "magnanimous and enlightened appeals aimed at quieting race-prejudice, Chicago absorbed all too little. 'What are we going to do about it?' one man would ask another as the years went on. And people shook their heads and

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wondered."

Evidence of this was only too apparent. The same physical conditions of Negro neighborhoods was found by Herman H. Long and Charles S. Johnson in 1947. Racial restrictive covenants had their period of greatest growth from 1925 to 1944--after the Commission stated in the report that the Negroes had the right to live anywhere in the city.<sup>12</sup> Just within the past years some of the daily papers have agreed to cut down on sensational stories dealing with racial conflicts. One daily newspaper still identifies the racial background of criminals, even when such information is not relevant to the circumstances--as when the culprit has been arrested.

In the handling of the incidents surrounding the Cicero riot in 1950, the courts and police department were accused of the same things the Commission accused these civic bodies in the 1919 riot. Each month reports of discrimination in places of public accommodation because of race are brought to the attention of our city agencies and the police.

In 1944, the Sun Times reported that frequent charges of discrimination against Negro school children were brought against the superintendent of schools. "He blandly declared that Chicago has no legal obligation to educate the 'children of other states' and he defended the system by contrasting it with the education in the South where Negro children suffered notorious and

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<sup>11</sup> Lewis and Smith, p. 397.

<sup>12</sup> Long and Johnson, pp. 2 - 4.



open discrimination."<sup>13</sup> Yet in a report of the Mayor's Committee on Race Relations in December, 1944, on the conditions of the public schools in Chicago, the following conditions were found:

Fourteen out of 31 elementary schools had 184 rooms on double sessions in February, 1944.

None of the 31 schools had less than 36.2 pupils per teacher in September, 1943; only 12 had less than 40 pupils per teacher; 17 had from 40 to 45 pupils per teacher; one had 47 pupils per teacher; and one had 49. The inadequacies in public school facilities for Negroes, the growing segregation of Negro pupils, and the wide-spread issuance of transfer permits to white children who live in Negro areas occasioned heated discussion. . . .<sup>14</sup>

Despite the splendid work of the State Commission and its practical recommendations, Chicago proceeded in a manner affecting complete indifference. Chicago continued to intensify the pattern of prejudice and discrimination outlined in 1919. When the summer of 1943 arrived, Chicago, like many other American cities, was wholly unprepared for the events that took place on June 20 in Detroit, Michigan.

With the industrialization and urbanization of the last fifty years, racial problems moved into areas where they had been previously unknown. Northern cities had handled, without serious incidents, the successive waves of European immigrants. Now there came a new wave of migration, this time a migration of Negroes from the rural South to the industrial centers of the North. And the problems which followed in the wake of that migration were more difficult by far than those which had accompanied the previous influx of new national groups. Now there were serious outbreaks, shocking violations both of positive law and of the canons by which civilized people live.

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<sup>13</sup> "McCahey Faces the Public," Sun Times, Chicago, February 10, 1944.

<sup>14</sup> Report of the Mayor's Committee on Race Relations, Race Relations in Chicago (Chicago, December, 1944), p. 15.

In sickening flashes, deep-seated prejudices and bias flared into hatred, and blood would flow . . . it became apparent that a more penetrating treatment was needed than was afforded by laws which could deal only with outward manifestations--with positive conduct for action that came only after the law was broken, came too late.<sup>15</sup>

Detroit, a manufacturing center, became almost overnight the great producer of war materials. Industries expanded at tremendous rates. The armed forces had taken their toll of manpower, and the call for workers was answered by large migrations of people from the Deep South. Within three years Detroit had increased in population by a number equal to a city the size of Cincinnati. The Negro population alone had almost doubled during that time.<sup>16</sup> Detroit's housing situation was "abominable which condemned thousands of white and Negro war workers to live in slums, tents and trailers."<sup>17</sup> Race friction had already been evidenced for some time prior to the riot. One month before, 3,000 Packard workers walked out, affecting 17,000 men, because three Negro workers were upgraded to the assembly line. Juvenile delinquency had increased during the war; that month 100 white and Negro youths fought a pitched battle in a Detroit playground.<sup>18</sup>

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<sup>15</sup> Alfred M. Lee and Norman D. Humphrey, Race Riot (New York, 1943), pp. 88 - 90.

<sup>16</sup> Walter V. Schaefer, Tribute to Thomas H. Wright, Seventh Annual Human Relations Awards Luncheon, December 9, 1952.

<sup>17</sup> T. T. Brumbaugh, "Truce in Detroit," The Christian Century, LX (August 11, 1943), 913.

<sup>18</sup> Ibid.

As in the case of the Chicago riot of 1919, a minor happening was the occasion for the beginning of a riot. An altercation between a Negro and a white man became a fist fight and ended in a race riot, the most vicious in the history of the United States. Despite the procession of prominent Negro and white leaders who "constantly visited City Hall beseeching the Mayor to take heed and do something about the impending upheaval, the Mayor listened, but appeared to be more confused after each visitation than before. Then all hands relaxed to await the inevitable."<sup>19</sup>

One of the first actions of Detroit's civic authorities, after the riot, was to issue a report justifying their conduct and that of the police. Despite the fact that a riot was expected, as Mayor Jeffries subsequently admitted, "neither the city government nor Washington made any positive move."<sup>20</sup> But it was apparent that "effective machinery of interracial co-operation did not exist, after all, either in local governmental circles or unofficially."<sup>21</sup>

The same pattern as found in Chicago was evidenced in Detroit: juvenile gangs, angry mobs, destruction of property, killing and injuring of Negroes and whites, police inability to deal with mobs--in some cases, police co-operation with the mobs in persecuting victims--the indecision of the city government in regard to asking for aid from the militia until the riot had gone beyond any

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<sup>19</sup>

Earl Brown, "The Truth About the Detroit Race Riot," Harper's Magazine, CLXXXVII (November, 1943), 495.

<sup>20</sup>

Ibid.

<sup>21</sup>

Lee and Humphrey, p. 79.

possibility of control. Martial law was declared; then and then only, was there any semblance of order. Loss in life, property, countless man power hours to war work were but a few of the results of the riot. But more than this was the feeling of utter insecurity. "In short, the patterns of insecurity . . . are enormously intensified by a riot. They leave consequences that fester deeply in the community, consequences that must be diagnosed and treated carefully so that they will not lead to even more vicious outbreaks."<sup>22</sup>

Thomas Sancton listed what he described as a "partial-list of race clashes" occurring within a few weeks of the Detroit riot:

Beaumont, Texas--riot; two killed, seventy-five injured.

Mobile, Alabama--riot; more than a score of Negro ship workers beaten.

Camp Stewart, Georgia--riot between Negro soldiers and white military police; one NP killed and four others wounded.

Marianna, Florida--lynching of a Negro boy.

Los Angeles--riot; Mexicans, Negroes, and whites

Newark, New Jersey--gang warfare between Negro and white youths; one Negro killed.

El Paso, Texas--clash between white and Negro soldiers; one Negro killed and one white injured.

Fort Custer, Michigan--five Negro soldiers tried to seize arms to go to the aid of Negroes in Detroit; arrested.

Collins, Mississippi--ten Negroes arrested; one clubbed, one shot when Negro baseball team stopped for speeding by white policeman.

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<sup>22</sup>Ibid., p. 14.

Centreville, Mississippi--clash between Negro soldiers and white townsmen; one soldier killed.

Philadelphia--four Negroes beaten by a mob of white boys.<sup>23</sup>

Insecurity and unrest were felt throughout the nation. In a letter to President Roosevelt, Attorney-General Francis Biddle expressed this thought when he wrote: "I believe that the riots in Detroit do not represent an isolated case but are typical of what may occur in other cities throughout the country. The situation in Los Angeles is extremely tense; I am concerned with the racial unrest in Washington, D.C., Chicago, Illinois and elsewhere."<sup>24</sup>

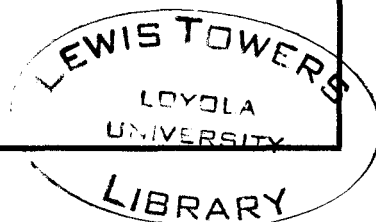
Chicago felt the heat of the flames of racial hatred that flared in Detroit. The brush here was dangerously dry also, and the sources of friction were many. Many of the conditions that caused Detroit's riot were present in Chicago. What was more, to recognize the danger signals the wary needed only to 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 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 segregated districts, and there were bombings, fires and attacks on the families as they moved over them. Colored men and women were being employed

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<sup>23</sup> Thomas Sancton, "The Race Riots," The New Republic, CIX (July 5, 1943), 10 - 11.

<sup>24</sup> Lee and Humphrey, p. 61.



for the first time in the plants on the west and northwest sides of Chicago and they were crowding into already over-crowded streetcars and buses to get to work. As the Negro population grew the areas of conflict grew--on the beaches, in the parks, in the schools, in places of public accommodation, and in the taverns.

The civic organization 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."<sup>25</sup>

Among the prominent Chicago citizens attending the first meeting on July 28, 1943, were:

Dr. Edwin R. Embree, President, Julius Rosenwald Fund  
 Mr. Morton Bodfish, Executive Vice-President, United States Savings & Loan League  
 Mr. Anton Johanssen, Vice-President, Chicago Federation of Labor  
 Dr. Charles S. Johnson, Co-Director for Race Relations, Julius Rosenwald Fund  
 Mr. James S. Knowlson, President, Peabody Coal Company  
 Dr. Julian H. Lewis, Associate Professor of Pathology, University of Chicago  
 Mrs. Ruth Moore Smith, Community Secretary, South Parkway Center, YWCA  
 Mr. Robert Taylor, Chairman, Chicago Housing Authority  
 Mr. Willard S. Townsend, International President, United Transport Service Employees of America<sup>26</sup>

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<sup>25</sup> Chicago Commission on Human Relations, The People of Chicago, p. 3.

<sup>26</sup> Minutes of the First Meeting of the Mayor's Committee on Race Relations, July 28, 1943.

The first meeting became an outstanding event in the history of human relations.<sup>27</sup> At this meeting the areas of study agreed upon as needing immediate attention were:

1. The field of housing;
2. The industrial picture;
3. Community relationship, including rumors;
4. Problems of law observance including police handling of citizens.<sup>28</sup>

The members of the committee were well aware of the part each of these areas had played in the race riot in Detroit the previous month. They were also aware that the same conditions that precipitated the riot in Detroit were present in Chicago. Determined to avoid all such racial conflict, the Committee members realized that their work would be difficult, but that immediate work must be accomplished in order to assure Chicago a modicum of peace. Hence these members who volunteered their services met each week for the first months and thereafter at least once a month.

At the third meeting on August 18, 1943, Mrs. Rheua Pearce was chosen as a temporary paid Executive Director to take charge of the office that would be set up. When Mr. Robert C. Weaver became Executive Director on January 5, 1944, Mrs. Pearce became Co-Director. With the addition of a secretary the staff was complete. Mr. Weaver served as Executive Director until January, 1945,

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<sup>27</sup> Chicago was the first city to set up as a City Council Department a Commission on Human Relations; by 1951 forty American cities had followed Chicago's lead.

<sup>28</sup> Minutes of the First Meeting of the Mayor's Committee on Race Relations, July 23, 1943.

when he was succeeded by Mr. Thomas Wright. During the six and one-half years that he served in this position, the Committee grew in size and importance. After Mr. Wright's death in June of 1952, the Commission spent months seeking a director capable of taking over the direction of the staff. Finally, in March of 1953, Mr. Francis W. McPeck was appointed and has continued in that position up to the writing of this paper.

The name proposed by Mayor Kelly, "The Mayor's Committee on Race Relations," was agreed upon by the Committee members during the fourth meeting on August 25, 1943. The name was changed to the Mayor's Commission on Race Relations in January, 1946. On December 12, 1947, the City Council passed unanimously the ordinance establishing the Commission on Human Relations as an integral part of the Municipal Government of the City of Chicago.<sup>29</sup>

During the early months, expenses were met from the Mayor's Emergency Fund. In January, 1944, the City Council took the work of the Committee into the work of the regular city budget, with an appropriation of \$25,000 for the year 1944. Each year, since 1944, the Executive Director must submit a budget to the Council for its approval.<sup>30</sup>

In the initial stage of the Committee's existence, it became apparent that the formation of sub-committees was a necessity in order to carry on the work of the commission more effectively. In this way the members of the committee could concentrate on a specific area for which they were prepared. The

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<sup>29</sup> See Appendix II for the text of the ordinance establishing the Commission.

<sup>30</sup> The budget approved by the City Council for the year 1955 was \$88,500, showing the increased activity and expenses of the Commission.



first sub-committees to be formed were the "Industrial" and the "Popular Education" committees, chaired by Mr. James S. Knowlson and Mr. Morton Bodfish, respectively. They "were to surround themselves with a committee of twelve or more interested in these particular areas," and by co-ordinating with the staff and committee proper, to study the area, make recommendations and where possible work out better human relations.<sup>31</sup>

The method used by Mr. Knowlson to obtain members for his committee was repeated frequently by the various departments in their organizational days. The presidents and personnel officers of nineteen companies, known to have satisfactory experience in hiring Negro employees, were asked to attend a luncheon. Eighteen attended the luncheon where they were informed of the social unrest of Chicago, the disturbing conditions that helped to create the unrest, and particularly the responsibility of industry in taking the lead in working for better human relations. Mr. Knowlson then outlined his ideas of a sub-committee on industry and invited those present to become members of said committee. Four agreed to serve and, in turn, gathered others around them until the desired twelve had been attained.<sup>32</sup>

In June, 1945, six committees were set up: Employment, Law and Order, Housing, Recreation, Health and Welfare, and Education.<sup>33</sup> By the end of 1954,

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<sup>31</sup> Minutes of the Fourth Meeting of the Mayor's Committee on Race Relations August 25, 1943.

<sup>32</sup> Minutes of the Eighth Meeting of the Mayor's Committee on Race Relations, October 20, 1943.

<sup>33</sup> Ibid.

the Commission had the following eight committees working under it: Community Organization, Education, Employment, Health and Welfare, Housing, Law and Order, Public Relations, Recreation.

The chairmen and members of the committees of the Commission are appointed as individuals and representative people having organizational connections with the City Department involved or civic organizations. There are some 350 persons who have been enlisted in actively serving on these committees. They are broadly and specifically representative of the entire city.

The committees have the following functions: 1) receive information as to the policies and activities of the Commission on Human Relations and staff, 2) criticize these policies and activities and make recommendations, 3) participate in the decision as to staff work and formulate new policy for the approval of the Commission, 4) through sub-committees and on individual assignments, work directly with staff members on specific projects in their field, and 5) serve as direct contact with civic organizations.<sup>34</sup>

Staff members in charge of a Department related to those Committees "guide and are guided by them." The staff, as of July, 1955, included the following:

Francis W. McPeck, Executive Director

Frederick C. Pollard, Jr., Administrative Assistant

Eleanor T. Dungan, Director of Education

David J. McNamara, Director of Civil Rights Services

Edmund Brooks, Assistant-Director of Civil Rights Services

Fred Chusid, Director of Employment Services

Eleanor Wright, Director of Public Information

Douglas R. Turner, Director of Community Services

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<sup>34</sup>

Chicago Commission on Human Relations, Monthly Reports, January, 1953, p. 3.

Walter J. Ducey, Assistant-Director of Community Services

Rachel R. Ridley, Assistant-Director of Community Services

Besides Mrs. Cora B. Glover, the office manager, there are three persons engaged in the stenographic work of the Commission.

The goal of the Mayor's Committee on Race Relations is justice and equality of opportunity and treatment for the people of Chicago regardless of race, creed or color.

The Committee recognizes responsibility for much more than the expression of an ideal. We regard our unique function as working with city officials and civic groups to bring practical improvements in basic conditions that will represent definite steps toward our goal.

The major concern of the Committee is the large Negro population and the improvement of Negro-white relations. But we shall foster improvements in the conditions and inter-relations of all peoples, realizing that no racial or religious group is safe where a pattern of discrimination exists.

Specifically, we recognize seven major fields as calling for definite planning and action.

I. Tension: We shall exert every effort to relieve tensions and avoid disturbances and we shall do everything we can to promote active co-operation of all races and groups in building a strong, united, and prosperous city.

II. Law and Order: The Committee is working with the Mayor, the Commissioner of Police, and the officials of the Park District on programs for impartial service by the police in preserving law and order and promoting inter cooperation. These plans have already attracted the attention of the police departments of New York and Washington, D.C., who have asked for help in developing similar efforts.

III. Employment: The Committee, under the leadership of James S. Knowlson and a sub-committee of leading industrialists, is mobilizing the successful experience of large employers of Negroes and other minority groups with a view to holding the present economic gains and fostering the training and upgrading of all workers regardless of race, creed and color.

Under the guidance of the labor leaders on the Committee, Willard S. Townsend of the C.I.O. and Anton Johanssen of the A.F. of L., we are working similarly for the full integration of Negroes in all phases of organized labor.

IV. Housing: Chicago has already taken notable steps in public housing. The Committee is studying the whole field of housing and living space with a view to definite recommendations leading to action. The Committee will give all interested groups a chance

to be heard in conference and in public hearings. In spite of alleged differences and difficulties, drastic action is clearly necessary to make living conditions for the colored tenth of our population worthy of this great city.

V. Schools, Welfare, Health and Recreation: The Committee will work continuously to improve these basic services for all citizens.

VI. Negro Responsibility: We recognize that any minority group must meet its responsibilities, as well as claim its rights. The Committee will cooperate with community agencies in helping newly arrived colored migrants, who in their home cities have been denied the exercise of responsibility, to learn and practice all the duties of good citizens.

VII. Popular Education: The Committee recognizes that discrimination and tensions are symptoms of fundamental attitudes. Through talks, newspapers, radio and every channel of communication, the Committee will foster the creation of understanding not only of the evils of prejudice and discrimination but of the positive benefits to the city as a whole of hearty cooperation among all the people.

The Mayor's Committee does not take the place of any of the existing civic agencies. Racial harmony is the toughest problem American democracy has to wrestle with. Even a little improvement will require the best brains and fullest resources we can muster from all groups. The continuation and enlargement of the constructive work of existing social agencies will be the best guarantee of some success by the Chicago Mayor's Committee on Race Relations.<sup>35</sup>

After five months of work, the chairman of the Committee set forth its accomplishments:

In addition to direct work with city departments and civic leaders, the Committee has served as a clearing house for hundreds of questions and complaints and has a coordinating force for the work of social agencies. A number of instances of critical tension has called for emergency action by the Executive Office. Examples are those for the protection of the Negro families and Negro property in marginal neighborhoods. In several cases of threatened violence, the Committee called on police captains, conferred with leaders of local groups, and rallied both public and private agencies to prevent violence and protect civil rights. As a start on a program of city-wide education, the Executive

Office helped bring together interracial choruses for Christmas radio broadcasts.<sup>36</sup>

Shortly before his death in June of 1952, Thomas Wright, looking back over the work of the Commission, saw its task as similar to that of the Health Department. "The City Health quarantines dangerous and communicable diseases. These Commissions on Human Relations seek to quarantine the most explosive Human Relations elements and situations so that they will not and cannot infect the rest of the city. Or again, Health Departments carry on a program of vaccinations in the introduction of anti-bodies into the blood stream to develop immunity. So the Commissions on Human Relations develop educational anti-bodies, throwing them into the blood stream of the community through the schools, churches, etc., seeking to develop immunity to the germs of prejudiced behavior."<sup>37</sup>

One of the first educational projects of the Commission was a series of four meetings in the Council Chambers during February, 1944. Administration heads of city services, Council members, business men, representatives of civic agencies and the public attended the conferences. "The primary purpose of the Conference was to lay the basis for city planning in race relations. The meetings afforded city officials the opportunity to explain their programs,

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<sup>36</sup> Edwin R. Embree, Informal Report of the Mayor's Committee on Race Relations for the Five Months Since its Appointment in July, 1943, January 10, 1944, p. 3.

<sup>37</sup> Walter V. Schaefer quoting Thomas H. Wright in Tribute to Thomas H. Wright.

at the same time that they gave interested citizens a chance to point out the deficiencies and implications in the current situation."<sup>38</sup>

The "Chicago Conference on Home Front Unity," held during May and June of 1945, was the second conference to be held by the commission. "It 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."<sup>39</sup>

During the first session, Dr. Louis Wirth of the University of Chicago voiced a criticism held by many of the progressive groups of the city. He "confined his remarks to the do-nothing record of the committee, reiterating the numerous instances of racial clashes, discrimination and what have you, attacks on Negroes who moved into areas outside the ghetto. . . . Dr. Wirth pointed out that the time was late and the Mayor's Committee had better develop some definite program of action and cease conferences and committee meetings."<sup>40</sup>

Nevertheless the work of the Commission continued to grow and was met in many quarters with new respect. In 1943 the Executive Director requested the police, the public and private agencies and any citizens to report any cases of conflict in human relations. By 1954, this was no longer necessary because the work of the Commission was better known and a schedule of communication

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<sup>38</sup>

Report of the Mayor's Committee on Race Relations, Race Relations in Chicago, p. 20.

<sup>39</sup>

Chicago Commission on Human Relations, The People of Chicago, p. 4.

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"Dr. Wirth Flays Mayor's Committee," The Crusader, Chicago, June 9, 1945.

had been successfully worked out with the various civic, social and religious bodies.

In spite of Dr. Wirth's recommendation to "cease conferences and committee meetings" the Committee felt the need for more; and therefore a third conference on "Human Relations in Chicago" was held from November 17, 1948 until January 13, 1949. During the six sessions the recommendations made at the 1945 conference matched with the current inventory of the achievements of the intervening three years and new goals were set. This conference was repeated in 1952.

The Commission on Human Relations sends out each month a comprehensive report of the work of the Commission and its committees to its committee members and various agencies throughout the city. These reports began in 1944 and with the exception of a gap from March to December of 1952 they have continued to the present time. The Commission has published and distributed the reports of the conferences held by the Commission and copies of civil rights handbooks.

In spite of the work that has been accomplished and the tremendous out-pour of energy and time, many of the citizens of the city of Chicago do not know that a Human Relations Commission exists, nor what its functions are. As a foreign visitor put it after visiting the Commission offices, "More disturbing is the humdrum, humiliating day-to-day discrimination that still goes on, and more important, too, is the courageous unassuming work that continues constantly in an effort to change these social prejudices. It never gets the publicity that the more sensational happenings inevitably draw upon themselves."<sup>41</sup>

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<sup>41</sup> Morgan Thompson, "How Chicago is Tackling the Color Problem," Glasgow-Forward, Glasgow, Scotland, December 23, 1951.

The staff members are on call twenty-four hours a day, seven days a week. Keeping in constant communication with tension areas, constantly in contact with individuals and agencies that can do more to aid better human relations, always extending the areas of equality, justice and understanding for members of all groups, takes all the skill and ingenuity, all the patience and courage of people dedicated to their fellowmen. In the choice of an executive director and staff members, the city of Chicago has been very fortunate to have the exceptionally well qualified persons that make the Commission what it is. Together with the under-paid, over-worked staff are the many volunteers who form the committees, and who bring years of experience in their respective fields and without whom much of the good work of the Commission would be impossible. This then, is the Chicago Commission on Human Relations--unique in its founding, unique in its operation and united with all men who seek that peace promised to all men of good will.



CHAPTER IV  
FORMATION, PURPOSE AND WORK OF THE DEPARTMENT OF  
CIVIL RIGHTS IN THE COMMISSION

"A right in what is called the objective sense, is something that man can call his own: it is something that belongs to him. To take it from him would be a strict injustice."<sup>1</sup> The definition of natural rights would be all those rights which are ours "by the very fact that we are human beings."<sup>2</sup> Every man has rights that no human law can take away. Hence the constitution and the laws of states must be so constructed as to safeguard the individual rights of human beings--"God-given rights which even civil powers must not invade."<sup>3</sup> Finally civil rights have been defined as "an abbreviation for a whole complex of relationships among individuals and among groups."<sup>4</sup> Basic then to civil rights is the correct evaluation and acceptance of the natural or human rights of man.

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<sup>1</sup>Father Aegidius Doolan, O.P., Order and Law (Westminister, Maryland, 1954), p. 73.

<sup>2</sup>Ibid., p. 85.

<sup>3</sup>Ibid., p. 87.

<sup>4</sup>The Report of the President's Committee on Civil Rights, To Secure These Rights (New York, 1947), p. 13.

In America's past much time, thought and energy have been taken up with this task of defining and defending civil rights, extending from the Bill of Rights to the latest civil code. All levels of government, federal, state, and municipal, have been concerned with this vital area of civil liberty.<sup>5</sup> On April 9, 1866, the United States Congress passed an act concerning the issue of property rights of citizens: "All citizens of the United States shall have the same right, in every State and Territory, as is enjoyed by white citizens thereof to inherit, purchase, lease, sell, hold, and convey real and personal property."<sup>6</sup> Equal rights under the law were guaranteed by the Act of May 31, 1870: "All persons within the jurisdiction of the United States shall have the same right in every State and Territory to make and enforce contracts, to sue, be parties, give evidence, and to the full and equal benefit of all laws and for the security of persons and property as is enjoyed by white citizens, and shall be subject to right punishments, fines, penalties, taxes, licenses, and exactions of every kind, and to no other."<sup>7</sup> To assure that an injury be recompensed, the Act of April 20, 1871, provided for civil action for deprivation of civil rights: "Every person who, under color of any statute, ordinance, regulation, custom, or usage, of any State or Territory, subjects, or causes to be subjected, any

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<sup>5</sup> Appendix III contains those sections of the statutory laws of the State of Illinois and ordinances of the City of Chicago which were enacted by the legislature and the City Council to protect the civil rights of all persons within the state.

<sup>6</sup> Pauli Murray, States' Laws on Race and Color (No city given, 1951), p. 554.

<sup>7</sup> Ibid.

citizen of the United States or other person within the jurisdiction thereof to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in any action which law suit in equity or other proper proceeding for redress."<sup>8</sup>

On the basis of such statutes the Commission on Human Relations was founded and in particular its Department of Civil Rights. Of the four areas for concentration of effort agreed upon by the first members of the Mayor's Committee on Race Relations, the area of law observance and police handling of citizens seemed to be of outstanding importance to the members of the Committee. It proved to be one of the most "sensitive" areas of the city as well. The Committee, itself, with absolutely no enforcing power and no definite budget was expected to extend the arm of the law enforcement agencies to those areas of conflict that resulted primarily from religious, racial and ethnic differences. Already as early as July 28, 1943, the Committee set up the sub-committee on Law Enforcement. In a report for the year 1944, the Executive Director, Robert C. Weaver, stressed the need for such work when he placed this picture before the people of Chicago: "When the Committee was established, there had been several incidents involving racial and nationality groups in Chicago. Negro tenants who had moved into new areas had been intimidated, and the property in which they resided had been damaged. Jewish high school students had been attacked by other teen-age groups; Mexicans had been intimidated and attacked. In all these instances, those victimized--and the community

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<sup>8</sup>  
Ibid.

of which they were a part--felt that the police had not been diligent or alert in offering the maximum degree of protection."<sup>9</sup> This could have been enlarged and multiplied if the true picture of life in Chicago were to be accurately presented. The sub-committee on Law and Order, later to become known as the Department of Civil Rights, had two broad functions according to Mr. Maynard Wishner, former head of the department.<sup>10</sup>

1. Law and order:

The department through various channels and means of communication had to become informed about any acts of violence against persons or property in the city of Chicago on account of race, religious or national background. In addition the department acted as a liaison with any public body chargeable with maintaining peace, such as city police, park police and courts. The department acted as a fact-finding committee not only in cases of violence that had already occurred, but also attempted to anticipate any violence that might occur in the future. In order to do this latter, a "lighthouse system" was inaugurated. It consisted of civic minded people in the various communities who would keep the department informed about anything that might mean potential violence for the city. The department immediately acted on the information in order to prevent any such acts, always working, however, within the framework of the right of the person to exercise all his rights under the Constitution.

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<sup>9</sup> Mayor's Committee on Race Relations, Race Relations in Chicago (Chicago, 1944), p. 5.

<sup>10</sup> Mr. Wishner was a staff member of the Commission from October, 1947, to March, 1953. From August, 1952, until March, 1953, he acted as Executive Director of the Commission.

## 2. Enforcement of civil rights:

The other major function of the department was concerned with enforcement and protection of civil rights guaranteed by the law.<sup>11</sup>

Mr. Fritz Pollard, successor to Mr. Wishner as head of the Department of Civil Rights, envisioned the role of the Department as that of maintaining peace and promoting the general welfare in human relations problems handled by the Commission for the city. Its duties were:

1. to assure all persons, regardless of racial, religious or ethnic background, equal protection under the law;
2. to assure equal treatment under the law for all people;
3. to bring about a better understanding between groups;
4. to use the educational process in an effort to bring about a better understanding among all people.<sup>12</sup>

A matter of grave importance was the relationship of the Commission, and in particular the committee on Law and Order, to the Police Departments. In the Monthly Reports of June, 1946, the Department of Civil Rights registered a complaint that incidents of violence were not reported to them by the Police Department as agreed upon in the past, or were reported only after a lapse of several months. In each of the published reports of the Commission on Human Relations, cognizance had been taken of the importance of a sound working relationship with the police. Definite recommendations were made to the Mayor for improved police training, patrolling and personnel selection by each of the

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<sup>11</sup> Interview with Mr. Maynard Wishner, January 23, 1956.

<sup>12</sup> Interview with Mr. Fritz Pollard, January 17, 1956.

four city-wide conferences on human relations held from 1944 to 1952.<sup>13</sup>

Regarding the area of law and order the first three of five recommendations made by the first conference were:

- "1. Enlargement of police force
- "2. Opening of police forces to qualified persons without discrimination, assignment of police officers without segregation.
- "3. Training of police in interracial and intergroup relations, problems, sources and areas of tension, and in Civil Rights laws as they apply to all public services."<sup>14</sup>

The second conference held on October 30 and November 6, 1945, went into greater detail concerning the problems and recommendations.

It had long been recognized that in proportion to its population and geographical area, Chicago has not had a sufficient number of policemen to afford adequate police protection and law enforcement. . . .

This insufficiency of police personnel is brought sharply to the fore when it is noted that a considerable number of the members of the police force are holding responsible administrative posts; at all times a number of officers are on leave (vacation and sick); and in addition, a large number of officers have not yet returned from military service. As a result there are approximately only one thousand men on active police duty in any given eight hours of the day.

The population of certain police districts has greatly increased but the number of police in such districts has not been changed.

As of May 21, 1945, the City Police Department had a total of 222 Negroes on the police force. In this group, there is one acting captain, one lieutenant, and ten sergeants. Out of the total of 222, 40 are on a temporary basis.

At the present time there are no Negro policemen employed by the Chicago Park District.

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<sup>13</sup>Chapter VII of this paper will detail in greater length this relationship of the department to the police.

<sup>14</sup>Thomas H. Wright, "A Dumbarton Oaks for Chicago," Home Front Unity in Chicago (Chicago, 1945), p. 43.

### Recommendations

1. That both the Chicago Park District and the City Department expand its police force to provide adequate police service for Chicago's citizens.
2. That additional representatives of minority groups, particularly the Negro group, be added to both the City and Chicago Park District police forces.
3. That notices of Civil Service examinations be advertised in all principal metropolitan newspapers.
4. That representative organizations and individuals take upon themselves the responsibility of urging qualified individuals to take the Civil Service examinations for the police.
5. That the police districting be studied to the end that adequate police forces are maintained according to the light of the problems involved in this increase of population.

To a great extent Negro policemen have been assigned to areas occupied predominantly by Negroes.

### Recommendations

1. That Negro Policemen and also representatives of the other minorities be assigned to all areas of the city without regard to the race or nationality of the population in these areas, since wholesome respect for these policemen can better be achieved by this procedure.
2. That representatives of minority groups be assigned to all branches of the service in both police departments.

### Police Training Recommendations

1. That a training course providing information regarding civil rights and minority group problems be instituted as a phase of the regular in-service training of all policemen in both the Chicago Park District and the City. This course should be designed for the following purposes:
  - a. To acquaint all members of the police force with the facts concerning racial and nationality groups, with particular emphasis upon the similarities and differences.
  - b. To explain the large part social and economic conditions play in determining the behavior of individuals regardless of race, religion, or national origin.
  - c. To point out some of the important contributions which members of minority groups have made to American life and culture.
  - d. To provide a basis for the elimination during the period of probationary service of those recruits whose attitudes with respect to minorities are such as to render them incapable of fair and impartial law enforcement.

- e. To provide a basis for the elimination of regular members of the Police force and the Park Board whose actions in or off duty, show that they cannot fulfill their functions democratically.<sup>15</sup>

By the third conference, it was noted that "Negroes for the first time directed traffic in the loop area."<sup>16</sup> An in-service training program in human relations was instituted by the Park District Police in 1946.<sup>17</sup> It was not until March, 1950, that the first program for the City Police actually went into operation.<sup>18</sup> In 1952 the fourth conference again called for better police training in human relations and recommended that:

- "1. The Police Department continue and expand its human relations training program on a year-round basis and that the City Council provide funds necessary to continue the Junior College program through summer programs.
- "2. Periodic refresher courses be given with emphasis on whatever aspects of human relations problem experience may show to be desirable.
- "3. The Park District and City Police forces explore the possibility of eventual standardization of human relations training."<sup>19</sup>

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<sup>15</sup>Report of Commission on Law and Order, Human Relations in Chicago (Chicago, 1945), p. 25.

<sup>16</sup>Dr. Homer Jack, "Gains in Human Relations in the Field of Law and Order," Human Relations in Chicago 1949 (Chicago, 1949), p. 61.

<sup>17</sup>Chicago Commission on Human Relations, The People of Chicago, p. 13.

<sup>18</sup>Monthly Reports, March, 1950, p. 6.

<sup>19</sup>Proceedings of Chicago Conference on Civic Unity, "Recommendations in Law and Order and Civil Rights," Fourth Chicago Conference on Civic Unity (Chicago, 1952), p. 46.



Without doubt the working relationship with the police was essential to the work of the Department of Civil Rights.

In regard to the area of civil rights as discussed in Chapter V, the struggle was a long up-hill battle. The usual method of receiving information concerning violations of civil rights was by telephone, letter or a personal visit to the Commission office either by the person offended or an organization such as the N.A.A.C.P., that had heard of the case. If a true case of violation of civil rights was found, the offending management was warned to change its policy; if this did not prevail, the case would be turned over to the State's Attorney's Office. A warning would be forwarded to the office of the management of the particular institution; and if the management still refused to comply with the law, the case would be brought to court. An example of such a case can be found in Chapter VI, The American Bowling Congress. Much of the time of the staff was taken up with interviewing persons refused services and the management of places of public accommodation and amusement which had refused the service. The understanding attitude of the courts and the progressive strengthening of enforcement of the law of Illinois did much to bring about a welcome change in Chicago.

Five years ago, few non-whites 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 by-passed Chicago as a meeting site for fear of unequal treatment to their non-white 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 [Since 1885 Illinois law has guaranteed the right of all persons to equal service in restaurants, hotels, taverns, stores, theatres, skating rinks and other places of public accommodation and amusement.] 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 for violating the law there has been no occasion when this has been necessary.<sup>20</sup>

In its efforts to fulfill the aim of the department, "justice under the law and equal enforcement of law and order," the department has had the help of many civic and community organizations. Only with such cooperation could the department have been able to attain the success it has. With only two staff members engaged in the full-time work of the department, the personal contact and knowledge of tension areas in the whole city would have been literally impossible.<sup>21</sup> An example of community cooperation and effort can be cited in the Trumbull-Park disturbances. An emergency meeting of representatives from thirty public and private agencies was held on August 10, 1953, five days after the first of the many disturbances and acts of violence to take place in Trumbull Park. These representatives met with the Executive Director of the Commission and staff members of the Department of Civil Rights. The Director reviewed the events that had taken place in the Trumbull Park homes and answered questions about them. The Commission requested information and suggestions from the agencies. A few of the agencies that became actively engaged in

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<sup>20</sup> Chicago Commission on Human Relations, The People of Chicago, p. 45.

<sup>21</sup> There are now three full-time staff members as of February, 1956.

cooperating with the Commission within the following months were: American Civil Liberties Union, National Association for the Advancement of Colored People, Council Against Discrimination, Catholic Interracial Council, Chicago Housing Authority, Housing Conference of Chicago, Church Federation of Greater Chicago.<sup>22</sup>

Within the agency itself the interchange of information and ideas flows evenly and regularly, as well as collaboration in interviewing and investigating which might include several departments within the commission; an act of violence in a school would involve both the Department of Civil Rights and the Department of Education. Much of the success of the department depends upon the judgment, ability, good-will and personality of the staff members, their relationship to various civil departments and community organizations. Because Chicago was the first to have a Commission on Human Relations, it became the training school for the personnel that would soon staff other commissions. Many of the members of the Chicago staff were sent to other cities to fill important posts in newly organized commissions, thereby necessitating shifting of personnel within the Chicago Commission, taking on new men and women, making new contacts or re-establishing old ones. In summary, the Department of Civil Rights might be called the "Trouble-shooter" of the Commission.

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<sup>22</sup> Chicago Commission on Human Relations, The Trumbull Park Homes Disturbances (Chicago, 1955), pp. 12 - 22.

## CHAPTER V

### A PERIOD OF COMPLAINTS: 1944-1954

During the first months of the Committee's operation, few reports of human relations conflict were reported to the office. The individuals involved, the police, and the social agencies seemed to be unaware of the existence of the Committee; if they knew of the Committee, they elected to ignore it. It was during this year that the Executive Director asked for the cooperation of these agencies by reporting any such conflict. Many citizens of Chicago were suspicious of this type of committee and looked with hostility on the work it tried to do. During 1944 the few reported cases of violence and discrimination in public accommodations were published in the Monthly Reports and this procedure was continued during the following years.

In any summary of cases such as this writer is attempting in this chapter, certain points must be remembered: only the cases that were reported in the Monthly Reports were used as material for this chapter. Hence the number of cases reported and the number actually occurring undoubtedly differed greatly; in some instances even the cases referred to the Committee were not published because of necessary secrecy. Therefore this work cannot be considered a comprehensive survey of human relations conflict in the city of Chicago from 1944 to 1954. However, the material presented and the analysis of it reflects

the growth of the work of the Commission, the wider influence exerted by it, and the growing confidence placed in it as a result of its handling such cases.

A distinction in the type of cases reported has been made by the Civil Rights Department. Cases against civil rights and cases of law and order are the two divisions. In reality all the cases listed could be considered cases in violation of civil rights as defined and discussed in Chapter IV. From an examination of the two types of cases as reported in the Monthly Reports and after a discussion with the former Department director, Mr. David McNamara, the writer learned that cases against civil rights would seem to include reported cases of discrimination because of the individual's racial, religious or nationality background in places of public accommodation, such as eating places, transportation facilities, places of entertainment, educational institutions, places of employment. Cases of law and order are those which involve actual attack or threat of attack on persons or property, because of the individual's racial, religious or nationality background.

To facilitate comparison these cases have been divided into three separate categories: monthly, seasonal, yearly. Because the summary figures on discrimination in regard to civil rights were relatively small and because they showed no striking evidence of seasonal fluctuation, one seasonal figure showing only the cases in violation of law and order is presented here. (See Figure 3).

Table III indicates the reported cases of violations of law and order during the years 1944-1954; Table IV indicates the reported violations of civil rights during the same period of time. It seemed advisable to chart these yearly totals on a line graph so this was done in Figures 1 and 2. While

Figure 3 indicates graphically the reported violations of law and order according to the seasons, the seasonal number of such violations of civil rights can be determined from Table IV.

Of the total number of violations of law and order noted in the Monthly Reports, Table III and Figure 1 show that the year 1948 had the highest number (148) and the month of June produced the highest cumulative total (127). In regard to violations of civil rights, Table III and Figure 2 show the year 1946 and the month of April to be highest, though these figures are very close to several others for the same length of time. Figure 3 reveals that the summer months of June, July and August are ordinarily marked by excessively high numbers of violations of law and order.

Undoubtedly a multiplicity of factors played a part in such variations. However, a few outstanding events make themselves evident upon an examination of historical data concerning certain of these periods. According to the census tables in Chapter II, the Negro population in 1950 had an increase of 214,534--77% higher than the 1940 census number. By 1948 many servicemen were returning from the war and families were again re-united. This often occasioned the need for more housing units since many families had lived together during the war period. At the same time many returned southern Negro servicemen, after having found new freedom abroad, could no longer live in the traditional subservient position accorded them in the South. Together with their families they increased the volume of migration to the North, particularly to the cities where they could, in many instances, make use of the skills learned while in the armed services. They moved into Chicago in tremendous numbers. Added to the problem of this increased demand for housing was the fact that racial restrictive

covenants made the availability of certain sections of the city impossible for various racial or religious groups. The period of major growth of racial restrictive covenants in Chicago as indicated in Chapter II was from 1925 to 1944. In October of 1947, the United States Supreme Court for the first time took public action against racial restrictive covenants in the case of Shelley v. Kraemer. This legal decision did not alter in any substantial way the basic attitudes of Chicago's majority group. Housing was at a premium. The demand for housing became alarming in its magnitude. Conflict arose.

As early as June, 1944, the Mayor's Committee on Race Relations passed a resolution concerning housing: "In view of the basic importance of the housing problem over every other issue at the present time, and because of the more favorable progress in the field of our activity, this Committee feels that the Staff, without neglecting the other phases of our program, should concentrate<sup>1</sup> most of its time and energy on the housing problem."

The Subcommittee on Housing, formed shortly after this resolution was passed, presented the problem in its relationship to human relations conflict. "Students of the social influences of housing have long recognized the devastating effect of over-crowding. When such conditions are caused by poverty alone they spread disease and pestilence. When they are caused by segregation and restriction, they create social unrest as well. The bitterness of forced overcrowding is a prime factor in racial pressure."<sup>2</sup>

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<sup>1</sup> Robert C. Weaver, Race Relations in Chicago (Chicago, 1944), p. 12.

<sup>2</sup> Ibid., p. 14.

The great numbers of Negroes and Orientals entering Chicago in 1946 may account to a certain extent for the great increase of violations of civil rights during that year. In August, 1944, the Sun Times stated that at that time there were fewer than 5,000 Americans of Japanese ancestry living in the metropolitan area.<sup>3</sup> In his report for the year 1946, Thomas Wright estimated the number of Japanese Americans to be between 15,000 and 20,000 in the city of Chicago. The estimate of Negro population in 1945 was 375,000 and for 1946 was 400,000.<sup>4</sup>

A definite increase of violations of law and order as shown by Figure 1 occurred in 1953 and continued into 1954. The largest number of cases was confined to the Trumbull Park Housing Project.<sup>5</sup> In this area Negroes moved into what had been previously an all-white neighborhood. The greater number of disturbances in the area was felt during the months that comprised the summer season--June, July and August. Figure 3 indicates that the concentration of cases in violation of law and order was during this season in both 1953 and 1954.

In the following chapter a discussion of the reporting, investigating and subsequent handling of one such case concerning the Roscoe Johnson Family and a report concerning a case of violation of civil rights with its termination

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<sup>3</sup>"City Race Committee Defends U.S. Japanese," Sun Times (August 5, 1944), reprint.

<sup>4</sup>Thomas H. Wright, Human Relations in Chicago (Chicago, 1946), p. 81.

<sup>5</sup>Trumbull Park Housing Project is bounded by Yates, Bensley, and Oglesby Avenues between 105th and 109th Streets in the far southeast portion of Chicago.



involving the American Bowling Congress will be presented. In most instances, nothing could be done about cases of violations of law and order since many of the offenders were not known, nor could their identity be traced. In other cases, the perpetrator of the crime was brought before the court for a hearing of the case. In every instance any report to the Commission was immediately investigated and evaluated according to its worth; a case was dismissed as rumor; the police were notified in another; a case was brought before the court; further investigation was carried on. In each case justice was sought for those injured.

TABLE III

VIOLATIONS OF LAW AND ORDER<sup>a</sup> REPORTED TO, AND PUBLISHED BY, THE CHICAGO COMMISSION ON HUMAN RELATIONS, BY MONTH AND YEAR, 1944-1954<sup>6</sup>

Month	Year											Total
	1944	1945	1946	1947	1948	1949	1950	1951	1952 <sup>b</sup>	1953	1954	
January	-	-	2	5	6	3	1	5	4	6	8	40
February	-	4	1	3	10	7	3	4	5	4	21	62
March	-	2	4	5	6	5	5	3	-	12	13	55
April	-	5	2	7	8	8	9	4	-	10	16	69
May	-	11	5	4	24	9	3	2	-	13	10	81
June	4	4	7	9	19	15	6	10	-	30	23	127
July	-	4	17	6	16	10	6	10	-	10	28	107
August	-	4	11	25	16	12	3	9	-	25	9	114
September	-	2	16	15	17	4	1	7	-	7	9	78
October	-	3	8	10	8	6	9	-	-	10	1	55
November	-	1	8	8	8	-	7	3	-	8	3	46
December	-	-	9	8	11	2	4	2	-	3	-	39
Total	4	40	90	105	149	81	57	59	9	138	141	873

<sup>a</sup>These cases involve actual attack or threat of attack on persons or property, because of the individual's racial, religious or nationality background.

<sup>b</sup>Monthly Report not published March through December.

<sup>6</sup>Chicago Commission on Human Relations, Monthly Report, from 1944 to 1954.

TABLE IV

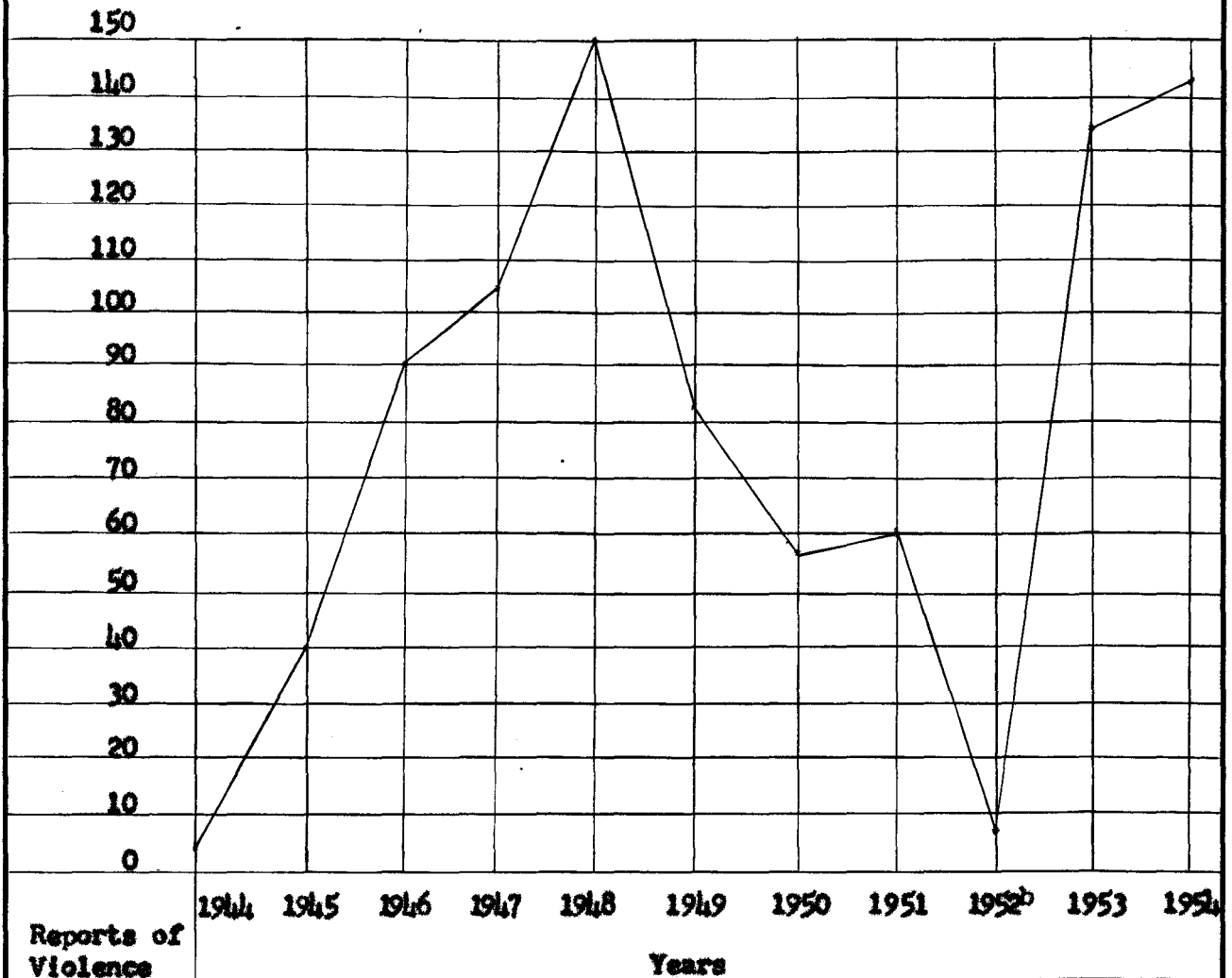
VIOLATIONS OF CIVIL RIGHTS<sup>a</sup> REPORTED TO, AND PUBLISHED BY, THE CHICAGO  
COMMISSION ON HUMAN RELATIONS, BY MONTH AND YEAR, 1944-1954<sup>7</sup>

Month	Year											Total
	1944	1945	1946	1947	1948	1949	1950	1951	1952 <sup>b</sup>	1953	1954	
January	-	-	1	-	2	1	-	-	1	-	1	6
February	-	-	1	1	-	4	-	1	-	2	-	9
March	-	-	1	-	1	-	-	2	-	1	-	5
April	1	1	-	4	-	-	-	1	-	2	3	12
May	-	-	2	-	1	-	1	-	-	2	-	6
June	-	-	1	2	1	-	-	-	-	1	1	6
July	-	-	2	4	2	2	1	-	-	-	-	11
August	-	-	1	-	4	1	-	1	-	-	-	7
September	-	-	2	-	1	-	-	-	-	-	-	3
October	-	-	1	1	-	-	-	-	-	1	3	6
November	-	-	-	3	3	-	-	-	-	2	-	8
December	-	-	10	-	1	-	-	-	-	-	-	11
Total	1	1	22	15	16	8	2	5	1	11	8	90

<sup>a</sup>These cases involve cases of discrimination because of the individual's racial, religious and nationality background in places of public accommodations and public amusement.

<sup>b</sup>Monthly Report not published March through December.

<sup>7</sup>Ibid.



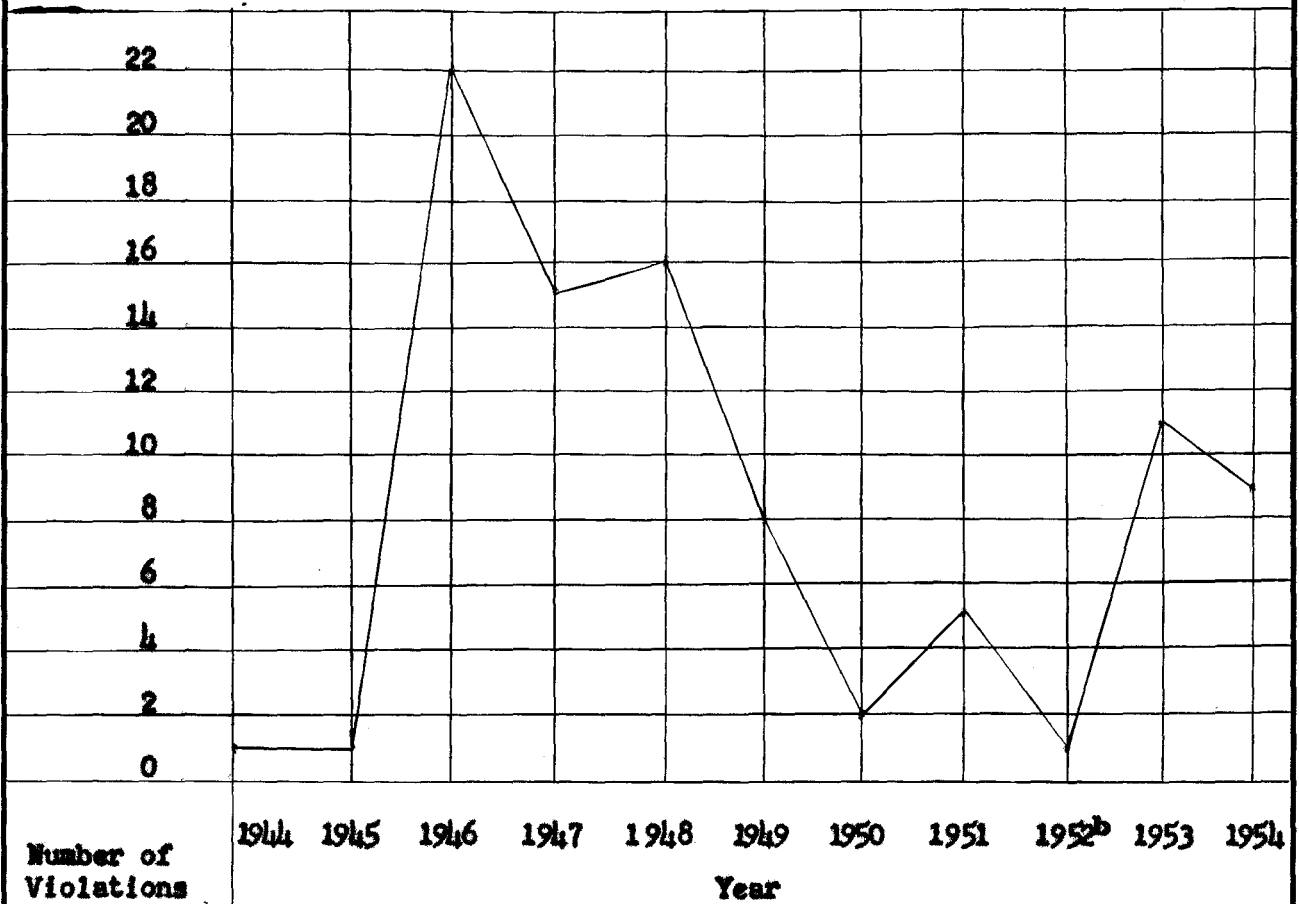
<sup>a</sup> These cases involve actual attack or threat of attack on persons or property, because of the individual's racial, religious or nationality background.

<sup>b</sup> Monthly Report not published March through December.

FIGURE 1

VIOLATIONS OF LAW AND ORDER<sup>a</sup> REPORTED, AND PUBLISHED BY, THE CHICAGO COMMISSION ON HUMAN RELATIONS, BY YEAR, 1944-1954<sup>b</sup>

<sup>8</sup> Ibid.



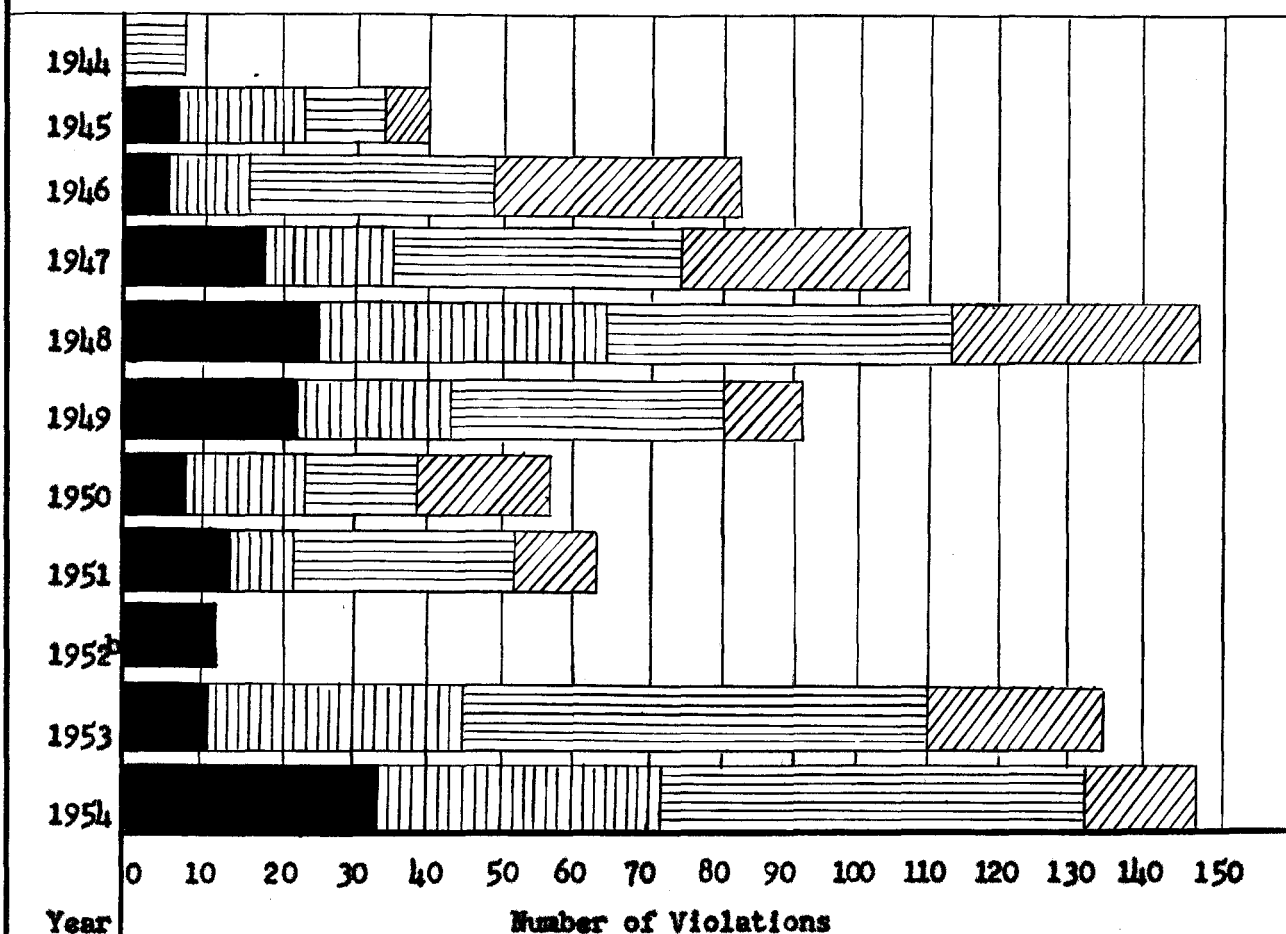
<sup>a</sup>These cases involve cases of discrimination because of the individual's racial, religious and nationality background in places of public accommodation and public amusement.

<sup>b</sup>Monthly Report not published March through December.

FIGURE 2

VIOLATIONS OF CIVIL RIGHTS<sup>a</sup> REPORTED TO, AND PUBLISHED BY, THE CHICAGO COMMISSION ON HUMAN RELATIONS, BY YEAR, 1944-1954<sup>9</sup>

<sup>9</sup>  
Ibid.



December-February

Winter

March-May

Spring

June-August

Summer

September-November

Fall

<sup>a</sup>These cases involve actual attack or threat of attack on persons or property, because of the individual's racial, religious or nationality background.

<sup>b</sup>Monthly Report not published March through December.

FIGURE 3

VIOLATIONS OF LAW AND ORDER<sup>a</sup> REPORTED TO, AND PUBLISHED BY, THE CHICAGO COMMISSION ON HUMAN RELATIONS, BY SEASON, 1944-1954<sup>10</sup>

<sup>10</sup>Ibid.

## CHAPTER VI

### STUDIES CONCERNING THE AREA OF DISCRIMINATION AND THE AREA OF LAW AND ORDER AS REPORTED AND INVESTIGATED BY THE CIVIL RIGHTS DEPARTMENT OF THE CHICAGO COMMISSION ON HUMAN RELATIONS

Two cases will be studied in this chapter to indicate the method of approach and the handling of a case concerning law and order and a case concerning discrimination. Neither case can be considered as "average" for there is no such case to be found. The reason for choosing the Roscoe Johnson case for study rests on the abundance of evidence reported to the Commission; the evidence of community cooperation; the police participation in handling the disturbance; and the damaging influence exerted by a small, radical group. The case of discrimination by the American Bowling Congress was selected because a complete case history was obtainable, from the first complaint to the decision handed down by the Superior Court of Cook County.

The following is a narrative description of the events and of the actions taken by the Commission on Human Relations in cooperation with civic organizations in the quelling of anti-Negro violence beginning Monday, July 25, 1949,<sup>1</sup> at 7153 South Saint Lawrence Avenue, Chicago, Illinois.

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<sup>1</sup>All the material concerning the Roscoe Johnson home was taken from Thomas H. Wright, "Documentary Report of the Anti-Racial Demonstration and Violence against the Home and Persons of Mr. and Mrs. Roscoe Johnson, 7153 Saint Lawrence Avenue, July 25, 1949," Unpublished Report (Chicago Commission on Human Relations, Chicago, 1949).

At approximately 10:30 P.M. on the night of Monday, July 25, 1949 the Executive Director received a telephone call from the City News Bureau, informing him that there was a racial disturbance near Seventy-first Street and Saint Lawrence Avenue before a building into which Negroes had moved that day. The Commission had no information about any Negro family that had recently moved into the community below Seventy-first Street.

Mr. Pollard of the Department of Civil Rights of the Commission called the Tenth District Police Station (Grand Crossing) and talked with Captain William Kells, who stated that there was a large crowd gathered in front of a residence now occupied by a Negro family whose name he did not know. Captain Kells said that he had a considerable detail of men at the scene, but that they had not dispersed the crowd. He also stated that he had called Chief Raymond Crane. Mr. Pollard urged Captain Kells to call for sufficient Police reinforcements to disperse the crowd, and suggested that Lieutenant Henessey of the Woodlawn Police Station be consulted due to his experience in dealing with such situations.

Mr. Gremley of the Department of Public Information of the Commission telephoned the radio stations, informed them of the situation and stressed the danger of any inflammatory statement which might draw additional sight-seers and motorists into the vicinity.

Mr. Wishner of the Department of Civil Rights, Mr. Gremley, and Mr. Wright arrived at the Grand Crossing Police Station at approximately 11:30 P.M. The representatives of the Commission went over the entire situation with Captain Kells and made the recommendation that a sufficient police force be brought in to the area immediately to disperse any crowd away from the front of the house at 7153 South Saint Lawrence Avenue; to close off the streets, Saint Lawrence



Avenue particularly, and alleys leading to it near the home; and to keep the traffic moving on Seventy-first Street. The need to guard the streets was particularly emphasized, because of experience during other disturbances when any automobiles occupied by Negroes were stoned by members of the mob. Captain Kells agreed with all of these recommendations and indicated that he had already asked for additional reinforcements and that he was keeping all officers on duty until 2:00 A.M.

Mr. Wright made a visit throughout the area and reported that there were numerous groups, which looked exceedingly dangerous, at various places in the area. Mr. Wright urged Captain Kells to disperse these groups and to authorize his men to arrest any members of the mob who refused to disperse. Only one arrest had been made. By 1:30 A.M. the crowds had been dispersed from the immediate area around the home, although there were little groups here and there on the street corners; the streets, especially those leading to the home, were under police surveillance and had been blocked off; the situation had quieted down.

Mr. Gremley continued his contact with the radio stations and newspapers, giving information and urging the newspapers to give the exact facts, but to treat the situation in a strictly non-inflammatory way.

Neither the members of the Commission nor the Police Department had any previous knowledge of the move-in by the Negro family at 7153 South Saint Lawrence Avenue. Mr. Wright searched for information of any telephone at this address. Seeking information about the family he talked to several people, but to no avail. Captain Kells agreed to go over to their home and attempt to talk with the family. He did go up on the porch, knocked on the door, identified

himself, but received no answer. The Captain did not attempt to go into the home.

From 1:30 to 3:00 A.M. various tours of the area were made by Mr. Wright, Mr. Wishner and Mr. Gremley. By 3:00 o'clock the community was quiet, only a few stragglers were observed on Seventy-first Street, and some women and men gathered at the corner of Seventy-second and Saint Lawrence Avenue. A very much augmented force was guarding the home. The members of the staff of the Commission left the area at approximately 3:45 A.M.

The events that led up to the demonstration and the gathering mob can best be described in the statements made to the Commission by one of the Negroes concerned, Mrs. Ethel Johnson.<sup>2</sup>

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<sup>2</sup>The members of the family that occupied 7153 S. St. Lawrence Avenue were Mrs. Ethel Johnson who was born in St. Joseph, Missouri, 1901. She was educated in the public schools in Kansas City, Missouri. After high school she graduated from Teacher's College in Emporia, Kansas, receiving a Life Certificate to teach in the State of Missouri. She taught in the Kansas City public school system for fourteen years before her marriage. After marrying Mr. Roscoe Johnson in 1935, she came to Chicago for two years. She then entered Washtenaw University in Kansas and received an A.B. degree in social work, finally entering the field of social work in 1940 in Kansas City. Mrs. Johnson did post graduate work in social service at the University of Chicago and was employed in 1944 as a case worker at the South Central District Office of the Cook County Board of Public Welfare. Her husband, Mr. Roscoe Johnson, was born in Oswego, Kansas, in 1899. A veteran of World War I, he came to Chicago after his discharge. His education included attendance at Manhattan State Teacher's College, Manhattan, Kansas; University of Michigan, Ann Arbor; and Northwestern University, where he received his B.A. and M.A. in philosophy and Liberal Arts. He did post graduate work at the University of Chicago, requiring only a thesis toward his Ph.D. He taught social science in the high schools and occasionally in the elementary schools and worked part time in the Main Post Office in the Mailing Department. The third and last member of the family was a friend, Mrs. Georgia Nelloms, who was born in St. Joseph, Missouri, in 1900. Her education included attendance at Lincoln University, Jefferson City, Missouri, where she received her B.A. She did further study at the University of Kansas, University of Chicago, Northwestern University, and the University of Pittsburgh. She taught part-time in Chicago.

The latter part of June we closed a real estate deal on a house at 7153 Saint Lawrence Avenue. We found this house through an ad in the Chicago Defender. We had been looking at the realty ads minutely because the place we had before was so small. It was a basement apartment at 6119 Champlain--very clean, had an electric refrigerator and a table-top stove. But it had a certain amount of dampness--the bedding and linen had that damp feeling. We had been living at that address since 1944. Our housing situation was critical and even before getting the basement apartment we had been looking at the ads. We took the basement apartment rather than taking just a room.

The thing that attracted us was that it said, "Two-flat building, reasonable down payment," since we don't have much money. I called the realty company but they didn't give me much information over the phone so I made an appointment and went over to their office. They made an appointment for us to see three or four buildings. We decided upon the one at 7047 Indiana and made a deposit on it. They called us back and stated that they couldn't make a deal on it because the owner said he wanted to sell it for cash. Then we made a deposit on a place at 6831 Michigan. That deal did not go through because the owner was able to get \$2,000 more than we promised them. Then the place at 7153 St. Lawrence came up. The owner was very anxious to sell and for the price they originally bought it at \$15,000. We met the owner several times.

We have a clear title on the property through the Chicago Title and Trust Company. We found that the house was covered by a restrictive covenant and the real estate company told us that there would be an additional fee of \$25.00 for a nominee. We paid the additional fee to clear the title. We closed the deal around the 25th or 26th of June. The former owners were still there during this transaction but the people on the first floor had moved out. The first floor was empty for around a month before we moved in.

We asked about the area because there weren't any colored people there. The real estate man said that there was a colored family nearby on Vernon Avenue. He also stated that there were no colored families living north of St. Lawrence and east of Vernon. He didn't give me the impression of trouble in that area. He stated that about the only trouble we might have would be for someone to throw a brick in the window. In that case, he said, to call the police for protection.

We made arrangements to move in the morning of July 25, but the movers didn't arrive until nearly 3 o'clock. Mr. Johnson told me that he got over there around twenty (20) or twenty-five (25) minutes before the movers had unloaded all the furniture, around 4:30. The drivers had the keys to both floors. Mr. Johnson helped unload the furniture. The people weren't sure whether he was a helper or the new occupant. The people were around the place in the back lot watching the unloading. By the time they finally realized that

Mr. Johnson was the owner, the movers were about ready to move away. Mr. Johnson said that the onlookers had attempted to set fire to the truck and the drivers became upset and hurried away. When I came one of the mattresses was burning. I think one rolled off and the other slid off. I don't know how the fire started.

A friend brought me in his car to the house around 5:00 P.M. We turned the corner at 72nd Street and Saint Lawrence Avenue and noticed a crowd gathered in the lot at the back. There were perhaps fifteen (15) or twenty (20) people there. We heard someone remark "You better not go in there." We drove around to the front. I said to my friend, "The crowd doesn't look good. We should go to the Police Station." We arrived at the Police Station around 5:10 P.M. I explained to the Sergeant what I wanted. He asked me why I didn't get in touch with the Mayor's Commission. I told him that I didn't know about the Commission. I had heard about the Commission but didn't know its functions. He took all the necessary information and told me to wait until four policemen could be sent out to the house with us. We waited about ten minutes and he told us to go ahead. The officers were there when I reached the house about 5:30 P.M. Then the police were in front and the back. We drove back in the friend's car. The crowd was composed of men, women, and children. When I got out of the car they made nasty remarks but no rocks or bricks were thrown. Some of the remarks were as follows: "What do you niggers want here?" "Why don't you stay where you are?" "Go back on State Street." "Why come where you're not wanted?" The crowd had increased in the back and there were about twelve (12) in the front. After I got in the house about two or three rocks were thrown in the front windows. The police were in the front and two in the back. The friend with the car went home but before leaving told me to call him if there was any trouble. We didn't have a telephone in the house at that time. Around six o'clock I started for the grocery store. It never occurred to me that anybody would do anything to me. I walked right down into the crowd. The police had increased by then. The crowd just made remarks on Saint Lawrence. When I got to the corner of 71st Street the boys threw some stones and kept it up until I went into a filling station to try to telephone a friend, Mrs. Nelloms, who was supposed to be staying at the other place. I couldn't get her. I didn't know anybody else. I never did get to the store. On the way home from the filling station teen-age boys threw rocks at me, one which grazed my knee. I turned the corner at 71st Street and Saint Lawrence and went back to the house. The crowd had increased by that time.

Mrs. Nelloms came between 7:00 and 7:30 P.M. She came to see how we were getting along but when she saw what the situation was, she stated that she would call Reverend Carey, the NAACP, and the Chicago Defender. She said that she would contact somebody. She left the house. She returned and told us she couldn't get anyone but the Defender. They said they would take immediate action. From then on the crowd slowly increased.

When it became dark the crowd continued to gather and became continuously more violent. Just about dark additional police came in the rear and on 72nd Street. The crowds were on the parking space in front of the house and across the street. We didn't put the lights on in the house. We stayed downstairs in the room next to the kitchen. We barricaded the doors with the furniture and put a mattress behind it. We crawled on our hands and knees when the missiles started coming in through the windows. There weren't any missiles coming in from the back because of the yard, which gave quite a distance from the crowd to the house. Then they started to throw gasoline-soaked rags stuck in pop bottles. They also threw flares and torches. As fast as they came in either the firemen or the policemen would step in to put them out. They were in and out of the home all the time. No flare got up on the second floor.

The police did not try to push back the crowd away from the house until we heard a riot car screaming. The crowds didn't leave altogether until daybreak. There were some people sitting on the steps of the houses nearby. I sensed a larger number of police coming in. We didn't talk to anybody.<sup>3</sup>

A statement was taken from Mr. Roscoe Johnson verifying the statement of his wife, Mrs. Johnson. Mr. Sylvester Dunn, the friend spoken of by Mrs. Johnson in her statement concerning the demonstration, made and signed the statement concerning his account of the threatening mob. It corroborated the one made by Mrs. Johnson.

Further reports came into the office on Tuesday, July 26. Just before noon a telephone call was received from Mrs. Rhea Cox, case worker at South District Office of the Cook County Bureau of Public Welfare. Mrs. Cox stated that she had visited Mr. and Mrs. Roscoe Johnson earlier in the day and wanted to report her experience in going in and coming from the home. She mentioned that she had no difficulty entering the home but as she left she was the victim of all kinds of vile name-calling and a few stones were thrown at her. She

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<sup>3</sup> Thomas H. Wright, "Documentary," Appendix A, pp. 1 - 2.

was not hit, however. Mrs. Cox reported that the case work supervisor at the South District Office had also visited the Johnsons about an hour after her visit, and the supervisor was jostled by the crowd as she left the Johnson home. The supervisor attempted to reason with several persons in the crowd and was immediately challenged by a police officer. She stated that this officer spoke very roughly to her and suggested that she stay out of the area.

At 10:30 A.M. on Tuesday, July 26, William Gremley conferred with Father Chawk of St. Columbanus Rectory at Seventy-first South Park. After discussing the disturbances and the general racial tension in the area, Mr. Gremley urged Father Chawk to visit personally the area around 7153 South Saint Lawrence Avenue and urged that Bishop William E. Cousins in his sermon urge all Catholics to stay away from these racial disturbances. He also emphasized that the presence of a priest in the area of the Johnson home would tend to calm and restrain the people. Mr. Gremley pointed out the fact that there were several Negro Catholic Families among the newcomers in the Park Manor area, and they were eager to send their children to Saint Columbanus parish school. Mr. Gremley stated that the Commission hoped that these Negro children would be received without discrimination. Father Chawk was courteous and friendly and stated that he deplored the violence but was unable to state, prior to contact with Bishop Cousins who was out of the city, just what action the representatives of St. Columbanus could take in regard to these recommendations.<sup>4</sup>

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<sup>4</sup> The action, if any, taken by the parish is not indicated in the documentary.

By 11:00 A.M. Mr. Gremley was at the home of the Johnson family. The following is his statement concerning his experience there on Tuesday, July 26.

As I approached 7153 South Saint Lawrence I saw a white woman descending the stairs of the Johnson home. She was subjected to numerous insults and cat-calls from the assembled group of about 200 people, composed mainly of juveniles, teen-agers and housewives. I was permitted to approach the front of the house where I had occasion to see the extent of damage done. All of the front windows with the exception of a few basement windows had been broken, and the brick front of the house was scarred and pitted by the numerous bricks thrown against it. At this time I noticed a neighbor of the Johnson's sitting on his front steps and loudly expressing anger at the entire incident and the move-in of Negroes in the area. One of his large front windows had been broken. I stood in front of the house for a while talking with some of the policemen and a reporter from the Chicago Daily News. At this time, a Life photographer came up and I talked with him in reference to pictures. I went to lunch in the restaurant at 71st Street and I made a call to the office reporting what I had observed. When I returned to the scene I found that it had not changed in material respect.

While standing on the other side of the street talking to some policemen, I saw a car drive up to the curb and I noticed several Chicago Defender men get out of the car. They were adjacent to me and as the Defender photographer got out I shook his hand. I was then personally subjected to numerous racial insults from housewives on the corner, who had observed this incident and I was informed that "I was as black as any other Negro." I was called a "nigger lover," and given advice to go home and cut off my hand.

At this time it started to rain and I decided to return to the office. I ran toward 71st Street to escape the rain and instead of waiting at 71st Street and Saint Lawrence for a bus I ran down toward Cottage Grove and stopped in the entrance of a garage located just west of the viaduct on the south side of 71st Street. While waiting there for a bus I was approached by three husky teen-agers, two of whom walked up to me while the third stood about 30 or 40 feet away. In a very arrogant and threatening manner they questioned me. Their manners were extremely hostile. Apparently satisfied that they would be able to check on me, they left and shortly afterward I boarded a bus.<sup>5</sup>

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<sup>5</sup>  
Ibid., pp. 4 - 5.

Mr. Augustine J. Bowe, chairman of the Commission, Mr. Ely Aaron, Commission member and Mr. Wright, Executive Director, conferred with Mayor Kennelly on Tuesday, July 26. The entire picture at 7153 South Saint Lawrence Avenue was reviewed, particularly the lack of adequate and sufficient action by the police to disperse the mob and arrest the leaders of the riotous disturbance. It was emphasized to Mayor Kennelly that despite the fact that there were at least 2,000 people riotously endangering the peace of the city for upwards of six hours, only one arrest had been made. Mayor Kennelly called in Police Commissioner John Prendergast and the following recommendations were made by the Commission:

1. that sufficient police forces be sent into the area
  - to protect the Johnson home
  - to protect the adjacent heavily travelled main highway
  - establish sufficient police reserves along 71st Street between Cottage Grove and State to keep any crowd from moving northward or southward across 71st Street.
2. to maintain present police protection of the Negro homes in the Park Manor area north of 71st Street and to increase the guard there.
3. that the police forces be deployed as they were in the latter phase of the Fernwood disturbances with
  - numerous strong points of police reserve capable of meeting these conditions at a given point.
  - that particularly strong forces be deployed along 71st and 73rd Streets with concentrations at Cottage Grove and 71st and the South Park and 71st.
4. that the police disperse all crowds or groups of five or more people and that they follow up this dispersion to prevent a group from forming further up.
5. that the police arrest any individuals who refused to disperse or individuals who were attempting to arouse any riotous act against the home and that such arrest be made under the anti-riot ordinance.<sup>6</sup>

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<sup>6</sup> Ibid., pp. 5 - 6. See also Appendix III for the exact wording of the Anti-Riot Ordinance.



The recommendations were followed by the Mayor's direction to Police Commissioner Prendergast to do his utmost to see that these were carried out. The Commissioner promised to do so.

On Wednesday, July 27, James Dean Allen, Director of Public Relations of the Catholic Youth Organization, sent a report to the Commission concerning his observations on that day of the area around 7153 South Saint Lawrence Avenue.

Everything seemed to be quiet and under adequate police protection while we were there. Police had cornered off the area extending two blocks east and two blocks west on Saint Lawrence Avenue between 71st and 73rd Streets. About 14 policemen guarded the corner of 71st Street and Saint Lawrence. In addition all side streets, alley ways, etc., were guarded by smaller groups of policemen ranging from two to eight. Other police officers in ones and twos walked patrol on the side streets and on 71st and 73rd. All of the streets were blocked by wooden horses and no pedestrians standing or walking around. There were few groups large enough to be called a "crowd." The nearest thing to a crowd was a group of 20 to 30 people standing at the corner of 71st and Saint Lawrence listening to a harangue by an elderly man who appeared intoxicated. As I walked over to this group to hear what the man was saying, a police captain came up and said "all right, break it up--keep moving. You can't stay here." The group was effectively dispersed immediately, at the very instant it appeared to be growing from an idle street corner group into a crowd.

I was dispersed along with the others. I went across to another corner and paused for a moment. Immediately, a policeman said to me "don't stand here on the corner--keep moving." In other words, the policemen seemed to be carrying out one of the most important requests of the Commission on Human Relations, in respect to the immediate dispersal of the crowd.<sup>7</sup>

In the meantime the Commission met with representatives of some fifty major city-wide organizations. The background of the case was reviewed;

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<sup>7</sup> Ibid., p. 18.

actions taken and the conferences with the pastors, both Protestant and Catholic, were discussed. These same representatives later met with Mayor Kennelly. Conferences with Bishop Cousins and the Commissioner of Police followed during the ensuing days.

As the days passed, large crowds of people gathered around 73rd and Saint Lawrence and 72nd and Champlain and continued to create disturbances. Placards were displayed by various groups such as "We don't want Niggers in our Neighborhood."<sup>8</sup> Negro-occupied cars, as they traveled along 71st Street, were stoned by teen-agers. No serious damage resulted. A few selected persons served as observers in the 7153 South Saint Lawrence area and sent in their observations to the Commission substantiating those of the members of the Staff.

An incident occurred on Tuesday, July 26, which complicated the disturbances considerably and disrupted the good will of the police. Into the riotous area the Progressive Party Sixth Ward Club, the Young Progressives and the Civil Rights Congress began to take a type of action greatly complicating and endangering the solution of these disturbances. About 11:30 P.M. several adults claiming to be friends of the Johnsons sought to pass through the blockade to visit the Johnsons. They identified themselves as members of the Civil Rights Congress. Mrs. Johnson had already requested of Captain Kells of the Chicago Police Department that no more people be escorted to her home as visitors that night. The police accordingly refused to admit this group. An argument ensued and the police were called insulting names. A crowd began to

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<sup>8</sup>  
Ibid., p. 11.

gather. The police ordered all to disperse. The group from the Civil Rights Congress refused and resisted when they were escorted away. Two of the men were arrested and taken to the Grand Crossing Police Station. At the station they were identified. Some of their friends arrived and protested vigorously. One of these friends identified himself as a member of the Communist Party.<sup>9</sup>

In a very short time word had spread among the officers held in reserve at the station about these new arrestees and their political connection. The attitude of the officers which had been the best and the soundest that representatives of the Commission had ever observed in similar disturbances underwent a noticeable change. Rumor quickly spread that the Johnsons were plants of the Communists and that they had deliberately come into the community to stir up trouble. Where the action and attitude of the police had been most cooperative and forthright with the Commission staff, it now became sullen, suspicious and questioning. Considerable effort on the part of the representatives of the Commission to explain the presence of the members of the Civil Rights Congress and what they represented had to be expended before the former attitudes were restored.

When the Johnsons were informed of the situation, they were greatly disturbed because they had no connection with these people. They had forced themselves on the Johnsons. Mrs. Johnson explained that it was hard never to have a moment of privacy and difficult to have so many people in the house all the time. She had become particularly concerned when a sign had been put up across

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<sup>9</sup>

Ibid., pp. 21 - 22.

the street in a neighbor's home: "We don't want any Communists here."<sup>10</sup>

Mrs. Johnson said that the telephone rang all day and far into the night almost every fifteen minutes.

Gradually, with the coordinating work of the police, the staff members and the various community organizations, a semblance of peace and quiet was restored once more to the troubled area. On August 23, 1949, Mr. and Mrs. Bernard M. Cook, also Negroes, were able to move into the first floor apartment at 7153 South Saint Lawrence Avenue without incident.<sup>11</sup>

#### The American Bowling Congress Case

In many instances of discrimination, the offending party, after a warning from the State's Attorney, will change the policy of his establishment or deny that any such discriminatory policy ever existed. In other instances, the mere reminder by the staff members of the existence of an Illinois law and Municipal Code concerning the safeguarding of civil rights will be sufficient to persuade offenders to sign a statement to the effect that they will desist from such practices, or else they will deny that such a policy on the part of the establishment ever existed. Frequently, such charges of discrimination have been found to be groundless. The situation is cleared and the individual filing the complaint is always informed as to the action taken and the consequent disposal of the case in question. In very few cases, such as the one

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<sup>10</sup> Ibid., p. 23.

<sup>11</sup> Ibid., p. 42.

presented in the following pages, is the case finally disposed of by a judgment handed down by the court.

The case of discrimination by the American Bowling Congress was discussed in the first session of the Chicago Conference on Civic Unity held on January 13, 1949. Mr. Jack Marshall of the South Side Bowling Alley Proprietors Association, acting as a member of a panel discussing problems in human relations in recreation, told the group that his association had investigated the exclusionist policy of the American Bowling Congress.

The ABC as you all know, forbids any of their sanctioned bowlers to compete in an unsanctioned tournament.<sup>12</sup> That takes the life out of a bowler. A bowler is scared stiff and he does not want to have his bowling status taken away from him; therefore, he is afraid to compete. This year on the South Side of Chicago right on the borderline, Cottage Grove and 47th St., we have a white institution there owned by the Gallus Brothers. There are nine pool tables and a ping-pong room and it is called a recreation center. Last year, they had all white leagues in there. We went to Mr. Gallus and asked him to give us a chance to see if the ABC was right in their policy of stating that Negroes and whites couldn't bowl together. ABC thinks that with Negroes and whites together, the Negro men are going to insult the white ladies, and there is going to be shooting and cutting. We felt that the ABC executives were afraid of the things they weren't used to and we wanted a house to put on a show so these people could get used to these things.

This year we have three white leagues and three colored leagues and two Japanese American leagues under this one roof and it is one big happy family and the ABC last year sanctioned this house. I understand now since we are getting along so well, that the ABC is going to take the sanction away from the house because it is colored controlled now. . . .

Last year, I had a match arranged with Mr. Joe Wilkins, champion of two years ago. We were going to cross the country and exploit bowling for Negroes and whites--and Mr. John Kennelly, the fifth vice president of the ABC from Toledo told the Brunswick

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The ABC is an abbreviated form commonly used to designate the title American Bowling Congress. Mr. Marshall uses this abbreviation consistently throughout his talk.

Company that if Joe Wilkins made the tour the ABC wouldn't give Brunswick any more contracts to build ABC tournaments. You know what happened there. So you see the ABC sticks their nose into everything. They control bowling. I have no doubt that the Sun Times has had threats from the ABC telling them that if this Tournament goes on, the ABC bowlers who participate in the tournament will lose their status in the ABC.<sup>13</sup>

Subsequently a complaint against the American Bowling Congress was served at the Commission's office. The case was investigated and the charge of discrimination was found to be true. The provisions of the Illinois law and the Municipal Code in regard to civil rights was pointed out to the local branch of the American Bowling Congress by members of the staff of the Commission. No action was taken by the American Bowling Congress. The State's Attorney notified them of the violation of the law. Still no action was taken. Finally the State of Illinois prosecuted the American Bowling Congress for violation of Illinois State Law and the Municipal Code. In a judgment handed down by the Superior Court of Cook County on this case, the court clearly showed its determination to abide by the terms of the law. The opinion, so far-reaching in its implication, is presented here in full. It represents a most significant accomplishment of the Commission.

The following is a copy of the opinion of the Court:

State of Illinois     )  
                              ) ss  
County of Cook        )

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<sup>13</sup> Jack Marshall, "Panel Discussion: Problems and Next Steps in Human Relations in Recreation," Human Relations in Chicago, 1949 (Chicago, 1949), pp. 14 - 15.

## In the Superior Court of Cook County

The People of the State of Illinois )  
 ex. re. John S. Boyle, State's Attorney )  
 of Cook County, Illinois )

Plaintiff )

vs. )

American Bowling Congress, an Illinois )  
 not for profit corporation, )

Defendant )

Gen. No. 49 - S 1-5646

O P I N I O N

This matter came up for hearing on Wednesday, April 19, 1950, on plaintiff's motion to strike the defendant's answer. In substance, the reasons given in the plaintiff's motion to strike the defendant's answer are that as a matter of law the undisputed facts in the pleadings, i.e., the allegation of fact of the complaint as admitted by the answer, and on the affirmative facts pleaded by the answer the plaintiff is entitled to judgment that the defendant American Bowling Congress be ousted of its corporate charter.

The Court was favored with exhaustive oral argument offered by the attorneys for the parties and also with briefs submitted by them. In addition, both prior to and after the oral argument, the court has engaged in independent research of the law.

This Court believes that the parties to the litigation are entitled to know the substance of the thinking of the Court in coming to its conclusion.

In analyzing the complaint, the answer and the motion to strike the answer, stripped of unessential verbiage and of legal conclusions, certain facts stand out as undisputed and controlling not only of the ruling on the motion to strike but on the ultimate issues in the case: the defendant obtained a corporate charter on April 24, 1903, and the certificate of incorporation expressly listed the corporate purposes as follows:

"The object for which it is formed is to adopt and enforce standard rules, regulations and qualifications, governing the manner of playing the bowling game of American Ten Pins. To conduct and manage an annual national tournament of the game of American Ten Pins, to determine the annual national champion teams and individual in such games. To sanction special tournaments and match games, and issue certificates certifying a compliance with the rules,

regulations and conditions adopted by it. To promote and foster the interest in the bowling sport, and to have a general care, supervision and direction over the bowling game, and all bowling interests in the United States of America."

From time to time the defendant has adopted what is called its constitution and various regulations all of which must be considered as the defendant's by-laws by the provision of the applicable Illinois statute, and as so considered such constitution and rule or regulations are considered as the rules adopted for the regulation or management of the affairs of the defendant's corporation. Certain provisions of exhibit attached to the defendant's answer are fundamental in the determination of the issues herein. Without quoting them and referring to exhibit 1, they are Article 2, Article 3, Section 1, Article 3, Section 4, Article 6, Section 11, Article 8, Section 3, 6 and 9; Rules 25, 29 and 30 of that portion of the defendant's exhibit which described as "General Rules and Regulations of the American Bowling Congress" all of the by-laws described as the defendant's constitution.

In addition, there must be considered the following: Rules 1, 5 and 7 of the portion of exhibit 1 described as "Rule and Regulations of the American Bowling Congress League"; Rules 1, 4 and 12, of that portion of the defendant's exhibit 1 entitled "Rules and Regulations of the American Bowling Tournaments"; Articles 2, 3, 9 (Rules 2, 5) of that portion of the defendant's exhibit 1 entitled "Rules and Regulations of the American Bowling Congress City Association Constitution"; Rules 2, 3, 6, 9 of that portion of the defendant's exhibit 1 entitled "Rules and Regulations of the American Bowling Congress State Bowling Association and Tournament"; and Section 3 and 4 of Article 1.

In part, from the foregoing provisions and generally from other provisions of defendant's exhibit 1 and the facts admitted in the defendant's answer, it is undisputed that the by-laws adopted by defendant corporation and the actual activity carried on by defendant corporation provide for and encompass the principle and practice of excluding all but white male bowlers from being members of the American Bowling Congress or any of the related associations and from participation in any tournament. Furthermore, under the system of penalties and especially under Rule 25 of the General Rules and Regulations of the American Bowling Congress, it is clear that this policy and practice of discrimination against all except white males and the penalties attached to the bowling alley proprietors who conduct or aid tournaments where others than white males bowl amounts to compulsion in forcing the owners of bowling alleys to refrain from accepting any unsanctioned tournaments.



The question, therefore, becomes whether the defendant corporation, i.e., a legal institution created and regulated by law, with the objectives specifically stated as previously set forth, is guilty of violating the law in the adoption of the aforesaid by-laws.

This Court finds that the by-laws of defendant corporation set up a definite policy of racial discrimination; that the practices of such racial discrimination and the penalties provided for failure of members and bowling alley proprietors to adhere to such policies are in violation of the law; that the by-laws and practices are an infringement of the policy of the State of Illinois, are hostile to public welfare, are not required for the corporate purposes and are in fact squarely contrary to, inconsistent with, and opposed to the original corporate purposes.

The recent decisions of the Illinois Supreme Court and Supreme Court of the United States indicate the growing recognition that the practices of racial discrimination is a social evil and that the courts are quick to strike down such practice whether it be under the 14th Amendment to the United States Constitution or under the Bill of Rights of the Illinois Constitution of 1870. The restrictive covenant cases in the Illinois Supreme Court and United States Supreme Court represent a sharp change from the thinking of the past in so far as the existence of State action. The grant of the State of a corporation charter is State action. The permission by the State to a corporation to continued existence is in the last analysis State action. The courts are quick to reject the contention that the action by groups of individuals is limited to personal association. Witness the decisions of the United States Supreme Court in the cases involving primary elections of the Democratic Party in the South. Can it be doubted that the State of Illinois will deny a charter to a corporation that stated as its avowed purpose a policy of carrying on racial discrimination in the conduct of a nation-wide activity, but which business are not for profit? Could it be doubted that the State would deny a charter to corporation that stated that one of its avowed purposes was the persuasion of individuals to enter into the so-called racial covenant? In fact, action by this Court in denying the relief prayed for by the complaint would be the same kind of judicial action considered as State action in the racial covenant cases.

The defendant's argument in the main seems to be that it is a fraternal organization and as such entitled to adopt such rules as to membership as its directors may deem it. The Court believes that under the undisputed facts and in the light of those facts on which this Court takes judicial notice that the defendant corporation was not intended to be and is not in fact a fraternal

order or association. Defendant's argument for freedom of association fails to realize that in this modern era, true freedom is deemed to be civilized freedom in so far as a corporation is concerned. This is not a case of a social club. This is not a case where individuals bring a court action for the purpose of compelling a voluntary association to accept the plaintiffs as members. This case involves an action by the State where the State has shown that the by-laws are contrary to law and public policy.

To the mind of the Court as it must be to the mind of every American citizen who believes in good sportsmanship, there is something abhorrent about a nation-wide organization organized to "have general care, supervision and direction over the bowling game, and all bowling interests in the United States of America" violating its duty to carry out its trust by the adoption and enforcement of by-laws which in their essence are so contrary to fair play, good fellowship and good sportsmanship.

The Court further finds that the defendant's conduct is violative of the provisions of the Illinois Civil Rights Act. The legal question here simply is whether the Legislature, by the use of the phrase "and all other places of public accommodation and amusement" intended to have some meaning given to these words or whether, as defendant contends, the Legislature gave no vitality to such general language. In our constitutional system of co-ordinate branches of government, it is not the function, the privilege or the power of a court to thwart undisputed Legislative intent by means of resorting to archaic and artificial rule of construction. The Illinois Legislature in using these words of general application intended them to include bowling alleys and other places of public accommodation and amusement. This is so notwithstanding the fact that the Legislature did not use the specific words "bowling alley."

Finally, this Court is also of the opinion that a comparison between the stated corporate purposes and the by-laws above referred to clearly indicated that within the meaning of the Illinois cases, the defendant has neglected and abused its franchise. It is well settled that the by-laws must always be within charter limits, must always conform strictly to the constitution and general law of the land. The by-laws must not infringe the policy of the State nor be hostile to the public welfare. The by-laws conclusively show that the defendant corporation has grossly abused the privileges granted under its franchise from the State. The exclusion of all except white males by the defendant corporation violates the purpose of adopting and enforcing "standard rules, regulations and qualifications covering the manner of

playing the bowling game of American Ten Pins." Similarly, the by-laws and practices of the defendant corporation are in the managing of an annual national tournament--are in the determination of a national champion team or a champion individual. Can it be said that the by-laws and practices of the defendant with regard to racial discrimination and the penalties provided therefore satisfy the duty imposed when the defendant corporation accepted a charter with the solemn duty "to have a general care, supervision and direction over the bowling game, and all bowling interest in the United States of America."

Thus, it is obvious that the defendant's argument that it is a fraternal organization is squarely inconsistent with the corporation purposes for which it was formed. It accepted its charter upon certain conditions. These conditions are not being carried out.

The fact that the defendant corporation is nation-wide in its scope, having over a million members, and that its activities constitute the game of American Ten Pins in the United States and has so existed for a period of forty-seven years, only serves to make more binding the fundamental requirement of our legal system, namely, that all individuals, persons or organizations must obey the law of the land. The cornerstone of our legal system is our principle that this is a government of and by laws and not of or by men. This Court is fully aware of the tremendous implication of its conclusions and decision, but the importance only serves to strengthen our social order.

Doubtless, there are many other reasons in addition to those given above that might be advanced in support of the Court's conclusion. The Court is aware of the pressing need for immediate decisions to exhaust all of the reasons and to cite and analyze the decisions that have been considered by the Court would not meet the requirements of the present situation.

The Court, therefore, finds that the plaintiff is entitled to an order sustaining its motion to strike the defendant's answer, and further to an order finding the defendant guilty as charged, and assessing a fine in the sum of \$2,500.00. Upon proper presentation of such order the Court will enter such final judgment.

John A. Sharbaro

J U D G E

Chicago, Illinois 14  
April 22, A.D. 1950

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Chicago Commission on Human Relations, Monthly Report, April, 1950, Appendix B, pp. 1 - 4.

At its annual meeting at Columbus, Ohio, May 12, 1950, the American Bowling Congress eliminated the white male restrictive clause from its constitution. The delegates were addressed by M. T. Dunn, who told the delegates "they would no longer face its four law suits in Illinois, Wisconsin, New York and Ohio by rescinding the ban against non-whites. He described the American Bowling Congress as a 'hot potato' wherever it sought to hold its annual tournament."<sup>15</sup>

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<sup>15</sup>Chicago Commission on Human Relations, Monthly Report, May 1950, p. 40.

## CHAPTER VII

### EVALUATION OF THE WORK OF THE DEPARTMENT OF CIVIL RIGHTS

To enter the old Criminal Court Building at 54 West Hubbard Street and walk to the second floor to the Office of the Commission on Human Relations is to enter a hundred varied areas of Chicago. It is to enter a world of vibrant personalities, differing in race, creed and nationality, united strongly, however, in their devotion to the task of maintaining and improving the relations between human beings in the city. By means of telephones, wires and personal interviews, the unbelievably small office force maintains a constant touch with the "trouble spots" of Chicago. To say that much of the success of the Commission is due to the loyal staff members is to state a known fact. Without the personal interest, zeal, energy and experience brought to the work by the staff, the Commission would have long ago ceased to function as a part of the city government.

Beginning with the small group of vigilant citizens who formed the first Committee on Race Relations July 28, 1943, it has grown in twelve years to a duly established branch of the city government with its commissioners, full-time staff members and volunteers, numbering over four hundred.

A pioneer in the field of civic organizations in the field of human relations, the Chicago Commission on Human Relations has been the pattern for other commissions. Many of the staff members, as indicated in Chapter IV,

departed to organize other commission in various cities. Without doubt this was an indication of the success of the work of the Commission. This shifting of personnel, at the same time, became a handicap to the Commission. It necessitated acquiring new staff members and making them acquainted with the whole history of race relations in Chicago, the work of the Commission and the specific department to which they were assigned. Meanwhile, they were expected to participate in the full scale activities of the department.

One of the areas most important to the success of the Department of Civil Rights is its relationship to the Chicago Police Department and the Chicago Park District Police. In the initial stage of the Commission's work, a plan was agreed upon by the police to exchange information concerning any cases of human relations conflict based on racial, religious or nationality factors which might come to the attention of the police. Despite this early agreement, the frequent complaint made by the Commission was that it often never heard of the cases from the police, or the information was transmitted months after the incidents had occurred, too late to be of any assistance to the parties involved. It became clear to the members of the Commission that a very important element in their work of human relations depended upon the attitudes and training of the policemen who walked the beat as well as of their superior officers. As early as September 15, 1943, the Mayor's Committee urged the Mayor to initiate a human relations training program for police.<sup>1</sup> Reports of poor cooperation from the police and cases of discriminatory acts on the part

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<sup>1</sup> Minutes of the Sixth Meeting of the Mayor's Committee on Race Relations

of the police were frequently sent into the office of the Commission. The following are selective and illustrative examples of such reports.

An incendiary bomb was thrown through the window of Mrs. Grace Hardy, 315 West Garfield Boulevard on May 1, 1946. Despite the fact that the house had been completely demolished as a result and that Mrs. Hardy was in the hospital, the Chicago Police Department failed to take any action to solve the crime, even suppressing the news and records of the crime. The only report on the crime received from the district police station was an "Accident Report" form.irate citizens were unsuccessful in their attempts to have any conferences with the Commissioner of Police.<sup>2</sup>

In November 1946, the Monthly Report gave a detailed account of anti-Negro demonstrations centering around the housing projects known as the Airport Homes, Sixtieth Street and Karlov Avenue. Mr. Wright, Executive Director of the Commission, mingled in the crowd and later reported the following:

After the two cars of veterans had left the area, I walked around through the crowd and listened to conversations that were being carried on by the members of the crowd. In some instances I heard representatives of the police force take a completely impartial stand. In other instances I heard members of the police force take a completely partial stand, identifying themselves with the attitudes of the community against the coming in of Negroes to this project. In one instance I actually heard a statement by a police officer which suggested violent means by which any who would come in could be driven out. Hearing these various statements which, in themselves, encouraged the crowd to continue to demonstrate and to take action, since no attempt was made to disperse the crowd, I immediately went to the office of the project and called the Chicago Lawn Police Station. . . .<sup>3</sup>

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Chicago Commission on Human Relations, Monthly Report, June 1946, p. 13.

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Chicago Commission on Human Relations, Monthly Report, November 1946, p. 9

With this information at hand, the Commission felt compelled to send a criticism to the Police Commission regarding the undesirable police attitudes and lack of action in safeguarding the life and property of the citizens whom they were called upon to defend. Six basic criticisms were leveled at the police on duty in the Chicago Lawn area.

1. Despite a long conference with the District Captain at which the danger and difficulties were fully described, adequate police protection was not present at the project at the time when the Negro families had planned to move in.

2. No attempt was made to disperse the crowd, nor to remove them from the property of the Chicago Housing Authority.

3. The police escorted Mr. Turner and those who accompanied him right through the center of the hostile crowd, which crowded in upon the policeman and Mr. Turner and uttered all sorts of inciting remarks. No attempt was made to clear a path to safety . . . nor to remove a crowd sufficiently far away to guarantee his security when being taken to his car.

4. No attempts were made to follow the crowd which was racing off toward Mr. Gremley's car and, according to Mr. Gremley, when his car was being overturned at least four policemen were less than 100 feet away. But still no attempt was made to reach the car before it was turned over.

5. A considerable number of officers indicated clearly to members of the crowd that they were in sympathy with the crowd's point of view. Such sympathy was taken for granted by the people who made up the crowd because they proceeded to do just what they wanted to do. . . .

6. According to the judgment of representatives of the Mayor's Commission and the Chicago Housing Authority, the police on the scene exhibited an almost total lack of understanding of the meaning of the action being taken by the crowd, and the danger, if it should break into open violence, both to the local community and to the city as a whole.<sup>4</sup>

On August 12, 1947, groups of people gathered about the newly opened Fernwood Park Housing Project on the southwest side of Chicago as the first

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<sup>4</sup>  
Ibid., p. 15.



Negro families moved in. No violence occurred during the day. But Fernwood soon became "the locale of the most dangerous anti-racial disturbances Chicago had met since 1919. . . ."<sup>5</sup> Shortly after 8:00 P.M. large crowds began to gather on Halsted Street attempting to divert the police. Frustrated in its attempt to reach the project, the crowd began to stone Negro motorists. "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."<sup>6</sup> Before the situation was finally cleared over 1,000 police officers had been used; 121 arrests were made; and 60 lawsuits were filed against the City of Chicago for damages suffered during the rioting.<sup>7</sup> As a result of the Fernwood incident, the Police Department was made fully aware of the need for tighter organization. In very strong terms the Commission informed Mayor Martin Kennelly of its stand in regard to the police. A memorandum was sent to the Mayor in September 1947.

The Commission is convinced that the control of such disturbances . . . requires a special professional knowledge of the matter, background and source of the disturbances. It is therefore recommended that a special detail be established. It would have representation from all divisions of the police department and from all shifts, it would include Negro officers.

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<sup>5</sup> Chicago Commission on Human Relations, The People of Chicago, p. 9.

<sup>6</sup> Ibid., p. 10.

<sup>7</sup> Ibid.

. . . For more than two years the Commission has pressed for the establishment of a general training course in human relations for all members of the city police department. Such a course has been established as a regular part of the training of the Park District Police. The need for this training program has been sharply demonstrated during the course of the disturbances at Airport Homes, Fernwood Park Homes, and many private homes of individual Negroes.<sup>8</sup>

In April 1948 a Human Relations Section was set up in the Chicago Police Department "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."<sup>9</sup>

In December 1946, the manual used in the Police Training School of the Chicago Park District Police was published under the supervision of Joseph D. Lohman.<sup>10</sup> Despite the objectives set down on paper and the evident need of training in human relations for its members, the City Police Department did not initiate any program until March 1950.

The first police training program for the Chicago Police Department consisted of five groups, each having three two-hour sessions under the leadership and direction of Professor Joseph D. Lohman of the University of Chicago and now sheriff of Cook County. It was given to all police lieutenants. The 350 sergeants were to be divided into seven groups of fifty each, having three one-hour sessions. As the first training program was set up, members of the

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<sup>8</sup> Minutes of Mayor's Commission on Race Relations, September 1947.

<sup>9</sup> Chicago Commission on Human Relations, The People of Chicago, p. 11.

<sup>10</sup> Joseph D. Lohman, The Police and Minority Groups (Chicago, 1947), p. 1. See Appendix IV for an outline of the course followed by the Chicago Park District Police, and the first training program in human relations for the City Police Department held in March and April of 1950.

Commission staff participated fully in the plan, giving lectures on the various phases of the work of human relations problems in the city. From what the writer could ascertain at the writing of this thesis, it is a rare occasion when any member of the staff is asked to participate in the limited instructions given to the police recruits in the field of human relations.

It seems strange that individuals whose work in this area would seem to qualify them so well in regard to the city's people and their problems in the field of human relations, and who are at the same time employed by the city, seldom are called upon to help with the training of the personnel whose work is so closely related to their own. Much of the success or failure of the Commission depends on the work of the Police Department in this area. Repeatedly when interviewing the two former directors of the Department of Civil Rights, as well as members of both departments of police, the remark was made that in any training program in human relations such as envisaged for the police, no attempt was made to change the attitudes of the men. The objective of the program seemed best stated in the "Introduction" to the manual in the field of human relations for the Chicago Park District. The objective was stated as being "the same as that of other programs in the Chicago Park District Police Training School--that is, the development of the knowledge and skills of police officers in the area of race and cultural relations."<sup>11</sup> Yet the attitudes of the policemen did affect their own effectiveness in areas of disturbances. In reports of rioting in the various sections of the city, many instances were shown indicating the encouragement given to such rioting by the

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<sup>11</sup> Ibid., p. xi.

evident adverse attitude toward Negroes of the policemen on duty. In the Roscoe Johnson case, discussed in Chapter VI, the friendly, cooperative attitude of the police that changed to a sullen, uncooperative one was a matter of grave concern to the staff members of the Commission. Surely, then, when it is a matter of deeply rooted attitudes that have been built up over a matter of years, not caused by one incident as that of the officers toward the Johnsons as a result of the interference by members of the Civil Rights Congress, and when it is a matter which will affect the work of the police officers in any case of anti-racial nature, this area of changing attitudes should be of great importance to the staff members and to the officers in charge of the training program. As far as could be ascertained, little effort seemed to be expended in regard to this vital area.

In particular when interviewing an officer of the Chicago Police Department, each time a question was asked about the actual training and the objectives of the training program in human relations, the answer seemed extremely vague and evasive. Could it be because of the lack of a definite, well planned program in human relations? Or, worse, could it signify a lack of upper-level comprehension of the basic legal issue involved--that law exists for every citizen without distinction or law becomes a cruel mockery of justice and even, perhaps, a disagreement with this essential ingredient of law enforcement? After the numerous examples of poor handling of crowds in anti-racial demonstrations in the city, the deficiency of the city Police Department in this area must be a constant source of anxiety to those who have any responsibility in this regard. The only positive information in the field given by the officer was a copy of the names of four sources on the reading list of the

police program at Wilson Junior College. Even a copy of these sources was inaccurate.<sup>12</sup> It is incredible that a city the size of Chicago with the constant shifting population and all its attendant problems would have such a weakly constructed training program for its police force.

Bearing in mind the make-up of the population of the city of Chicago, its past and present racial disturbances, the City Council had set aside only \$88,500 in 1955 for the whole of the needs of the Commission, a professional human relations department designated for the express purpose of maintaining good relations among its "polyglot population." While a certain amount of the work of the Department of Civil Rights must be investigative, it should also be preventive and to a certain extent educative. Yet, with the limited budget granted to the Commission by the City Council, the number of persons qualified by education and experience that could be employed would necessarily be few. Too often the whole time of the staff members is spent in investigative work; necessary though it may be, it hardly permits the development of a really well-rounded effective program as envisioned by the first members of the Commission.

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<sup>12</sup> In a letter to this writer dated February 21, 1956, John J. Nelligan, Director of Personnel, Chicago Police Department indicated these sources as: Chase, The Proper Study of Mankind; Grouth and Hopper, Sociology, A Book of Reading; Spenson and Yenger, Racial and Cultural Minorities; Milwaukee Police Department, A Guide to Understanding Race and Human Relations. Although there is a Chase (Stuart) and a Milwaukee Police Department, there is no Grouth, no Spenson, and no Yenger. No doubt other names are intended; the correct citations are:

Samuel Koenig, Rex D. Hopper and Feliks Gross, Sociology: A Book of Readings (New York, 1953).

George Eaton Simpson and J. Milton Yinger, Racial and Cultural Minorities: An Analysis of Prejudice and Discrimination (New York, 1953).

It would seem to the writer, after spending many weeks observing the work of the members of the Department of Civil Rights and reading all the available material about the work of the Department, that very little is known by the general public of the work of the department. Despite the fact that a handbook on civil rights was printed and distributed to the public, few people who are not directly connected with the Commission know of its activities. On the other hand, the writer can realize that a certain type of publicity might be harmful to the department since so much of the good work achieved depends on the quiet contact of the staff with the various parties in the conflicts.

It would also seem advisable to have gathered together in some printed form a statement of objectives and aims of the department, as well as an outline of the program. This could be given to the new members of the staff. To the writer's knowledge, there is no such form. The former director of the department, Mr. David McNamara, at the time of one of the interviews, seemed quite vague when the matter of objectives and purposes was approached.

It would be unfair to end this evaluation of the work of the Department of Civil Rights without giving credit to the outstanding leadership given by its former Executive Director, Mr. Thomas Wright, and the present Executive Director, Mr. Francis McPeck. Without their leadership, understanding, and indefatigable zeal, much of the inspiration and guidance for the staff would have been missing. Both men have shown in word and action that they have lived their profession, ministers of God.

## CHAPTER VIII

### SUMMARY AND CONCLUSIONS

The growth of Chicago from a swampy region covering less than half a square mile, lying between two bodies of water, to a city of 3,600,000 people occupying over 200 square miles was the matter for discussion in Chapter II.<sup>1</sup> The rapidly growing city with its "polyglot population" brought with it many of the old national prejudices of Europe as succeeding waves of immigrants came forming their "Little Italys," "Irish Shanty-towns," "Little Polands," "Chinatowns" and Jewish ghettos. A new problem faced these people. The Negro, whose ill-defined status before the Civil War aroused the sympathy of Chicago citizens, became a target for prejudice and discrimination soon after the passage of the Thirteenth and Fourteenth Amendments. Housing these new arrivals became a vital issue that has plagued the city up to the present day.

Chapter III concentrated upon the racial tension period in Chicago that burst forth into open rioting on July 27, 1919. The unsolved issues of that time were covered over by the glitter and fast moving tempo of the metropolis. In the midst of World War II the city of Chicago became alarmed by the rioting in Detroit, Michigan. A small group of Chicago citizens, realizing the "combustible situation" of their own city, appealed to Mayor Kelly to initiate a

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<sup>1</sup>League of Women Voters of Chicago, Key to Chicago Government (Chicago, 1954), p. 4.

program that would prevent such an outbreak in Chicago. From this came the Mayor's Committee on Race Relations, later known as the Chicago Commission on Human Relations.

The Department of Civil Rights of the Commission on Human Relations engaged in defending and protecting the civil rights of all citizens was the subject of Chapter IV. Through an investigation of the reports of the department's activities from 1943 to 1954, a survey of its work was obtained.

Chapter V had for its main purpose a statistical analysis of the reported violations of civil rights and of cases of law and order that appeared in the Commission's records, the Monthly Report, from 1944 to 1954. To facilitate an interpretation of the figures, a bar graph was charted for cases of law and order showing seasonal differences while a broken-line graph was used to plot yearly totals of cases of law and order violations and cases of violations of civil rights. Two tables in the same categories as the preceding listed the actual figures for each month from 1944 to 1954.

Two case studies were used in Chapter VI to illustrate the methods used by the Department of Civil Rights to clear up such complaints. They also served the purpose of demonstrating the dependence on agencies and individuals outside the Commission to help maintain good human relations.

An evaluation of the work of the Department of Civil Rights constituted the matter of Chapter VII. Recognizing the vast amount of good done by the members of the staff, as well as their personal qualifications and zeal for the work, the writer felt compelled nevertheless, to point out certain difficulties and shortcomings that were encountered. Among these were the problems of shifting personnel, poor training of police in the field of human relations,



inadequate budget and the need for a definite statement of objectives on the part of the department.

In final summary, the problems of a large, rapidly growing city have been found in Chicago's past and present. Emergencies which have faced the city have, at times, been poorly handled, such as the race riot of 1919 and the incidents at the Fernwood Park Housing Project in 1947. Only after a race riot occurred in Detroit in 1943, did Chicago citizens awaken to the danger of group hostility in their own city. From this knowledge came the Chicago Commission on Human Relations, the first of its kind in the nation. Specifically geared to handle cases involving law and order and discrimination in places of public accommodation and amusement, the Department of Civil Rights of the Chicago Commission on Human Relations has done a remarkable piece of work for the city. Handicapped by the problems discussed in Chapter VII, the department, however, has been able in many instances to rise above them. It must be admitted, nevertheless, that much good work has been prevented by these obstacles. To the writer, the outstanding fact in the history of the department has been the totally dedicated members who have served so well their neighbor, their city and their God.

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## APPENDIX I

### THE INFLUENCE OF REAL ESTATE AGENCIES AND NEIGHBORHOOD ASSOCIATIONS IN ENFORCING RACIAL RESTRICTIVE COVENANTS

In the matter of loans granted to Negro builders, the policy of such banking associations as the Chicago Mortgage Banking Association has been tinged by prejudice and bias. In their brochure listing eighty-eight lending real estate finance institutions, only five firms were listed as considering colored mortgages as part of their general market. Paradoxically these same eighty-eight firms considered clients "good risks" while at the same time<sup>1</sup> lending for Negro home building was deemed "bad business."

In 1921 the Chicago Real Estate Board unanimously voted to expel immediately any member who sold a Negro property in a block where there were only white owners. However, by 1925, such pressure was no longer needed because real estate operators, local real estate boards, financial institutions and title companies joined the new approach. Their chief instrument for exclusion was the extensive use of the restrictive covenants.

Membership in the powerful National Association of Real Estate Board, consisting of 460 boards and 15,000 members, was extremely important to the

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<sup>1</sup>  
Long and Johnson, pp. 63 - 64.

professional standing of brokers. In 1943 the organization published its official attitude concerning Negro home owners in an all-white neighborhood. Quoted directly from the text is the following: "The prospective buyer might be a bootlegger who would cause considerable annoyance to his neighbors, a madam who had a number of Call Girls on her string, a gangster who wants a screen for his activities by living in a better neighborhood, a colored man of means who was giving his children a college education and thought they were entitled to live among whites . . . no matter what the motive or character of the would be purchaser, if the deal would instigate a form of blight, then certainly the well-meaning broker must work against its consummation."<sup>2</sup>

A number of private groups did their utmost to promote segregation by the use of various types of restrictive covenants. Gunnar Myrdal points out that "neighborhood associations have served as organized extra-legal agencies to keep Negro and white residences separated."<sup>3</sup> He then remarks that the Washington Park Court Improvement Association "shifted its function from planting shrubbery and cleaning the streets, to preventing Negroes from getting into the neighborhood."<sup>4</sup>

A published report of the Oakland-Kenwood Property Owner's Association for 1944 reported a year of intense activity and satisfaction. The income for

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<sup>2</sup> National Committee Relations Advisory Council, Equal Opportunity in Housing, pp. 15 - 16. In November 1950, the association deleted reference to race and nationality in its brochure. Emphasis in quote is this writer's.

<sup>3</sup> Gunnar Myrdal, An American Dilemma (New York, 1944), p. 624.

<sup>4</sup> Ibid.

the group from January to April was \$3,518; but from May to December it was almost tripled--\$10,516. The expenses amounted to \$13,243 of which \$7,294 was for salaries, \$3,067 for legal fees. This same association acclaimed the accomplishments for the past year as:

1. The eviction of undesirables--Negroes--from dwellings at 4608 Drexel Boulevard, 44th and University, Northwest corner of 47th Street and Woodlawn Avenue;
2. Successful opposition, through appearances before the State Legislature, to a bill to nullify race restrictive agreements;
3. The initiation of suits to restrain sale to Negroes of four pieces of property between 39th and 40th Streets on Ellis and Oak Park Avenues and on Oakwood Boulevard;
4. The initiation of suits to restrain sale to Negroes of seven pieces of property between 36th and 42nd Streets on Ellis and Lake Park Avenues;
5. The renewal of interest in restrictive agreements through organization of block-by-block anti-Negro contracts.<sup>5</sup>

This was only one of seventy such property owners neighborhood improvement associations reported actively engaged in the spread and enforcement of racial restrictive covenants in Chicago during 1944.

Herman H. Long and Charles S. Johnson gave examples of other neighborhood organizations operating in Chicago:

**Morgan Park Improvement Association:**

Established in 1908; membership of 250 in 1944. Complete area covered by agreements. Original agreement extended to ward off expansion of adjacent Negro area. Adoption of covenant reported to cost each property owner from \$25 to \$100, depending upon the frontage of his property.

**Oakdale Property Owners and Tenants Association:**

Founded 1933; membership 130 in 1944. Then organizing covenants against Negroes because of threat of new Negro Housing Project in an adjacent area. Previous covenants, enacted 17 years



ago, ineffective because most of the land in the area at that time was vacant.

**Chatham Improvement Association:**

Established 1916; membership 260 in 1944. Entire area restricted--79th to 83rd Street, Cottage Grove to South Park. Racial restriction included in original deeds when subdivided.

**Highland Improvement Association:**

Organized in 1930; membership 750 in 1944. Part of entire area--30 square blocks--covered by restrictions in original deeds; included Asiatics and Negroes. Recent war migration of Negroes and expansion of Negro area under way.<sup>6</sup>

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<sup>6</sup>

Ibid., pp. 50 - 51.

## APPENDIX II

### CHICAGO COMMISSION ON HUMAN RELATIONS

#### Municipal Code of Chicago. Chapter 21.

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.<sup>1</sup>

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<sup>1</sup>Chicago Commission on Human Relations, Your Civil Rights (Chicago, 1954), pp. 44 - 47.

## APPENDIX III

### LAWS AND ORDINANCES

The following pages contain the statutory laws of the State of Illinois and ordinances of the City of Chicago, which were enacted by the legislature and the City Council to protect the civil rights of all persons within this state of Illinois. All references are to Illinois Revised Statutes, 1953, and to the Municipal Code of Chicago.

#### ILLINOIS STATUTES APPLICABLE TO CIVIL RIGHTS--

##### SMITH-HURD ILLINOIS REVISED STATUTES, 1953

#### DISCRIMINATION IN PRIVATE BUSINESS OPERATED FOR PUBLIC USE

##### 1. HOTELS, RESTAURANTS, CLOTHING STORES, TAVERNS, THEATRES, ETC.

###### Criminal Code--Chapter 38

An act to protect all citizens in their civil and legal rights and fixing a penalty for violation of the same.

125. All persons entitled to equal enjoyment of accommodations--  
Discrimination in price on account of race or color prohibited.

1. All persons within the jurisdiction of said State of Illinois shall be entitled to the full and equal enjoyment of the accommodations, advantages, facilities and privileges of inns, restaurants, eating houses, hotels, soda fountains, soft drink parlors, taverns, roadhouses, barber shops, department stores, clothing stores, hat stores, shoe stores, bath rooms, rest rooms, theatres, skating rinks, concerts, cafes, bicycle rinks, elevators, ice cream parlors or rooms, railroads, omnibuses, busses, stages, aeroplanes, street cars, boats, funeral

hearses and public conveyances on land, water or air, and all other places of public accommodations and amusement, subject only to the conditions and limitations established by laws and applicable alike to all citizens; nor shall there be any discrimination on account of race or color in the price to be charged and paid for lots or graves in any cemetery or place for burying the dead.

126. Penalty

2. That any person who shall violate any of the provisions of the foregoing section by denying to any citizen, except for reasons applicable alike to all citizens of every race and color, and regardless of color, or race, the full enjoyment of any of the accommodations, advantages, facilities or privileges in said section enumerated, or by aiding or inciting such denial, shall for every such offense, forfeit and pay a sum not less than twenty-five (\$25) dollars nor more than five hundred (\$500) dollars to the person aggrieved thereby, to be recovered in any court of competent jurisdiction, in the county where said offense was committed; and shall also, for every such offense, be deemed guilty of a misdemeanor, and upon conviction thereof, shall be fined not to exceed five hundred (\$500) dollars, or shall be imprisoned not more than one year, or both.

127. Jurisdiction--Justice of the peace

3. Justices of the peace in the county where the offense is committed shall have jurisdiction in all civil actions brought under this act to recover damages, to the extent of the jurisdiction of justices of the peace to recover a money demand in other actions as fixed by law, and either party shall have the right to have the cause tried by jury and to appeal from the judgment of the justice in the same manner as in other civil suits.

128. Jurisdiction--Trial de novo.

4. When such action shall be brought originally before a justice of the peace and an appeal taken from the judgment of the justice to the circuit, superior or county court, such court to which the appeal is taken shall upon the trial de novo of such appeal have jurisdiction to render a judgment for a sum exceeding the jurisdiction of the justice in the same manner as though such suit had originally been begun in such circuit, superior or county court: Provided, that the plaintiff shall, within thirty days after the transcript is filed in the court to which the appeal is taken, file his declaration in such cause in the same manner as in original suits, and thereupon process shall issue against the defendant and the cause shall proceed in all respects the same as in original actions brought in such court.

Where a declaration is filed the appeal shall not be dismissed without the consent of the plaintiff.

**128a. Violation enjoined as public nuisance.**

Any inn, restaurant, eating house, hotel, soda fountain, soft drink parlor, tavern, roadhouse, barber shop, department stores, clothing stores, hat stores, shoe stores, bathroom, rest room, theatre, skating rink, concert, cafe, bicycle rink, elevator, ice cream parlor, or room, railroad, bus, omnibus, stage, aeroplane, street car, boat, funeral hearse, or any other public conveyance on land, water or air and all other places of public accommodation and amusement, wherein any of the provisions of section one of this Act are violated, is hereby declared to be a public nuisance, and may be abated as hereinafter provided. The owners, agents and occupants of any such place shall be deemed guilty of maintaining a public nuisance, and may be enjoined as hereinafter provided.

**128b. Proceedings to enjoin**

6. Any action to enjoin any nuisance defined in this act may be brought in the name of the People of the State of Illinois by the Attorney-General of the State or any State's Attorney of the county where a nuisance as herein defined exists. Such action shall be brought and tried as an action in equity by the court without a jury. A verified petition shall be filed setting up the essential facts showing that a nuisance, as herein defined exists. It is made to appear by affidavits or otherwise, to the satisfaction of the court or judge in vacation, that such nuisance exists, a temporary writ of injunction shall forthwith issue restraining the defendant from conducting or permitting the continuance of such nuisance until the conclusion of the trial: Provided, that no injunction shall issue unless a written notice of the application for the same is served upon the defendant or his agent or some person in charge of the alleged nuisance at least two days before such application is made. No bond shall be required instituting such proceeding. The defendant shall be held to answer the allegations of the petition as in other chancery proceedings. Upon the trial of the cause, on finding that the material allegations of the petition are true, the court shall order such nuisance to be abated, and enjoin all persons from maintaining or permitting such nuisance. When any injunction, as herein provided has been granted it shall be binding upon the defendant and shall act as an injunction in personam against the defendant throughout the State.

128c. Violation of injunction.

7. In case of the violation of any injunction or order of abatement issued under the provisions of this act, the court in term time, or a judge in vacation, may summarily try and punish the offender for contempt of court. The hearing may be upon affidavits, or either party may demand the production and oral examination of witnesses.

128d. State and municipal officers to enforce.

8. It shall be the duty of all municipal, county, and state officials to cooperate in the enforcement of this act. If any sheriff, deputy sheriff, chief of police, marshall, policeman, constable or other peace officer shall have knowledge or information of any violation of any provision of this act, he shall diligently investigate and secure evidence of the same and shall, before the proper officer, make and sign complaint against the offending person, anything in the ordinance or by-laws of any municipality to the contrary notwithstanding.

128e. Duty of State's Attorney and Attorney General

9. It shall be the duty of the State's Attorney of every county diligently to prosecute any and all persons violating any of the provisions of this act in his county and he shall be responsible for the proper enforcement of this act, and whenever he shall have any information or knowledge, or have any reason to believe that any of the provisions of this act are being violated in his county, he shall use every legitimate means at his command to secure the necessary and proper evidence of such violation, and immediately upon securing evidence he shall file a complaint or petition for abatement of nuisance, or both, as hereinbefore provided or cause a complaint or petition for abatement of nuisance, or both as hereinbefore provided to be filed against any person against whom he shall have any evidence of any such violation, and he shall have said person arrested and shall vigorously prosecute said complaints or petitions on said charges to a speedy disposition.

In case of the existence of any place where any violations of the provisions of section one of this act are disclosed in any criminal proceeding, it shall be the duty of the State's Attorney to proceed promptly to enforce the provisions of this Act against such place as a nuisance.

The Attorney-General shall seek through his assistants, agents, or investigators to obtain evidence of violations of this act when information in that regard is brought to his notice, and shall make, or cause to be made complaints against violators whenever such evidence is secured; and he and his assistants are hereby given authority to sign, verify and file any such complaints and papers required under this act. But

nothing in this act shall in any way relieve State, County, Municipal or other officers from the responsibility of enforcing the laws relating to civil rights.

- 128f. Failure of State's Attorney and Attorney General to enforce.  
10.

Whenever the violation of this act is called to the attention of the Attorney General of this State or the State's Attorney of the county in which the nuisance is alleged to exist by affidavit, it shall be their duty to proceed to abate the nuisance as provided by this act. Upon the failure of the Attorney General and State's Attorney to act upon such affidavit within a reasonable time, the circuit court of the county wherein the nuisance is alleged to exist, or the judges thereof shall appoint a special assistant Attorney General or special assistant State's Attorney to prosecute said cause, upon the sworn petition in writing of the aggrieved person, showing facts constituting the nuisance hereinabove defined. The expenses of such proceedings shall be paid by the county in which the nuisance is alleged to exist.

## 2. DRAM SHOPS--Chapter 43

An act relating to alcoholic liquors.

133. Civil rights in licensed premises.

No licensee licensed under the provisions of this Act shall deny or permit his agents and employees to deny any person the full and equal enjoyment of the accommodations, advantages, facilities and privileges of any premises in which alcoholic liquors are authorized to be sold subject only to the conditions and limitations established by law and applicable alike to all citizens.

149. Revocation of local license.

5. The local commission may revoke any license issued by it if it determines that the licensee has violated any of the provisions of this Act or of any valid ordinance or resolution enacted by the particular city council president and board of trustees or county board (as the case may be) or any applicable rule or regulation established by the local commission which is not inconsistent with law.



### 3. ISSUANCE OR DISPLAY OF LITERATURE DECLARING POLICY OF DISCRIMINATION.

#### Criminal Code--Chapter 38

An act to prohibit the publication and distribution of discriminating matter against any religious sect, creed, class, denomination, or nationality, and to punish the same.

#### 129. Circulating paper discriminating against religious sect.

1. That no person being the lessee, proprietor, manager, superintendent, agent, or employee of any place of public accommodation resort or amusement shall directly or indirectly by himself or anybody else publish, issue, circulate, send, distribute, give away or display in any way, manner, shape, means or method except as hereinafter provided any communication, poster, folder, manuscript, book, pamphlet, writing, print, letter, notice or advertisement of any kind, nature or description intended or calculated to discriminate or actually discriminating against any religious sect, creed, class, denomination or nationality or against any of the members thereof in the matter of furnishing or neglecting or refusing to furnish to them or any one of them lodgings, housing, schooling, tuition or any accommodations, rights, privileges, advantage or convenience offered to or enjoyed by the general public or to the effect that any of the accommodations, rights, privileges, advantages or conveniences of any such place of public accommodation, resort or amusement shall or will be refused, withheld from or denied to any person or persons or class of persons on account of class, creed, religion, sect, denomination, nationality or that the patronage, custom, presence, frequenting, dwelling, staying or lodging at such place or any person, persons or class of persons belonging to or purporting to be of any particular religion, sect, creed, class, denomination or nationality is unwelcome, objectionable, or not acceptable, desired or solicited.

#### 130. Paper to be evidence.

2. The production of any such communication, paper, poster, folder, pamphlet, manuscript, book, printing, writing, letter, notice or advertisement purporting to relate to any such place and to be made by any person being the owner, lessee, proprietor, superintendent, manager or any employee thereof shall be presumptive evidence in any civil or criminal action or prosecution that the same was authorized by such person.

#### 131. Place of public accommodation defined.

3. A place of public accommodation, resort, or amusement within the meaning of this Act shall be deemed to include any inn, tavern, hotel, whether conducted for the entertainment

housing, lodging of transient guests, or for the benefit, use or accommodation of those seeking health, recreation or rest, any restaurant, eating-house, public conveyance on land or water, bathhouse, barber-shop, theatre and music hall.

132. Exemption.

4. Nothing in this Act contained shall be construed to prohibit the mailing of a private communication in writing sent in response to a specific written or verbal inquiry.

133. Penalty.

5. Any person who shall violate any of the provisions in this Act or shall aid in or incite, cause or bring about in whole or in part the violation of any such provision or provisions shall for each and every violation thereof be liable civilly to a penalty of not less than (\$100) one hundred dollars nor more than five hundred (\$500) dollars to be recovered by any person aggrieved thereby, and shall also for every such violation or offense be deemed guilty of a misdemeanor and upon conviction thereof, shall be fined not less than one hundred (\$100) dollars nor more than five hundred (\$500) dollars or shall be imprisoned not less than thirty (30) days nor more than ninety (90) days or both such fine and imprisonment in the discretion of the court.

4. PUBLIC UTILITIES--Chapter 111 2/3

38. Discrimination forbidden.

No public utility shall, as to rates or other charges, services, facilities or in other respect, make or grant any preference or advantage to any corporation or person or subject any corporation or person to any prejudice or disadvantage. No public utility shall establish or maintain any unreasonable difference as to rates or other charges, services, facilities, or in any other respect, either as between localities or as between classes of service.

The Commission, in order to expedite the determination of rate questions, or to avoid unnecessary and unreasonable expense, or to avoid unjust or unreasonable discrimination between classes of customers, or, whenever in the judgment of the Commission public interest so requires, may; except in the case of telephone companies, for rate making and accounting purposes, or either of them, consider one or more municipalities either with or without the adjacent or intervening rural territory as a regional unit where the same public utility serves such region under substantially similar conditions, and may within such region prescribe uniform rates for consumers or patrons of the same class.

Every public utility shall, upon reasonable notice, furnish to all persons who may apply therefor and be reasonably entitled thereto, suitable facilities and service, without discrimination and without delay.

77. Civil damages.

73. In case any public utility shall do, cause to be done, or permit to be done any act, matter or thing prohibited, forbidden or declared to be unlawful, or shall omit to do any act, matter or thing required to be done either by any provisions of this Act or any rule, regulation, order or decision of the Commission, issued under authority of this Act, such public utility shall be liable to the persons or corporations affected thereby for all loss, damages or injury caused thereby or resulting therefrom, and if the court shall find that the act or omission was wilful, the court may in addition to the actual damages, award damages for the sake of example and by the way of punishment. An action to recover for such loss, damage or injury may be brought in any court of competent jurisdiction by any person or corporation.

In every case of a recovery of damages by any person or corporation under the provision of this section, the plaintiff shall be entitled to a reasonable counsel's or attorney's fee to be fixed by the court, which fee shall be taxed and collected as part of the costs in the case.

No recovery as in this section provided shall in any manner affect a recovery by the State of the penalties in this Act provided.

79. Mandamus or injunction proceedings at instance of commission.

75. Whenever the Commission shall be of the opinion that any public utility is failing or omitting or about to fail or omit, to do anything required of it by law, or by any order, decision, rule, regulation, direction or requirement of the Commission, issued or made under authority of this Act, or is doing anything or about to do anything or permitting anything or about to permit anything to be done, contrary to or in violation of law or any order, decision, rule, regulation, direction or requirement of the Commission, issued or made under authority of this Act, the Commission shall commence an action or proceeding in the circuit or superior court or in any other court of concurrent jurisdiction in and for the county in which the case or some part thereof arose, or in which the person or corporation complained of, if any, has its principal place of business, or in which the person complained of, if any, resides, in the name of the People of the State of Illinois, for the purpose of having such violation or threatened violation stopped and prevented, either by mandamus or injunction. The Commission shall begin such action or proceeding by petition

to such circuit or superior court, alleging the violation or threatened violation complained of, and praying for appropriate relief by way of mandamus or injunction. It shall thereupon be the duty of the court to specify a time, not exceeding twenty days after the service of the copy of the petition, within which the public utility complained of must answer the petition, and in the meantime said public utility may be restrained. In case of default in answer, or after answer, the court shall immediately inquire into the facts and circumstances of the case. Such corporation or persons as the court may deem necessary or proper to be joined as parties, in order to make its judgment, order or writ effective, may be joined as parties. The final judgment in any such action or proceeding shall either dismiss the action or proceeding or direct that the writ of mandamus or injunction issue or be made permanent as prayed for in the petition, or in such modified or other form as will afford appropriate relief. An appeal may be taken from such final judgment in the same manner and with the same effect, subject to the provisions of this Act, as appeals are taken from judgments of the circuit or superior court in other actions for mandamus or injunction.

## 5. HOSPITALS

### Public Health Law--Chapter 111 1/2

An Act requiring hospitals to render emergency medical treatment or first aid in cases of accident or injury.

#### 86. Hospitals to furnish first aid.

1. No hospital, either public or private where surgical operations are performed, operating in this State shall refuse to give emergency medical treatment or first aid to any applicant who applies for the same in case of accident or injury where the same shall be liable to cause death or severe injury.

#### 87. Penalty for violation.

Any such hospital violating any of the provisions of this Act shall be guilty of a misdemeanor and upon conviction thereof shall be punished by a fine of not less than \$50.00 nor more than \$200.00 for each offense, which fine shall be paid into the general corporate funds of the city, incorporated town, or village in which the hospital is located, or of the county, in case such hospital is outside the limits of any incorporated municipality.

**DISCRIMINATION IN PUBLIC PLACES (UNDER THE CARE OF STATE, COUNTY, OR CITY)**

**Criminal Code--Chapter 38**

**1. DUTY OF STATE OFFICERS AND EMPLOYEES**  
An Act in relation to civil rights.

**128k. Denial of equal advantages by public officers.**

1. No officer or employee of the State of Illinois, or of any political subdivision thereof, or of any county, or of any Park District, or of any Forest Preserve District, or of any State University or subdivision thereof, or of any State Normal School or of any subdivision thereof, or of any municipal corporation in the State of Illinois, shall deny or refuse to any person, on account of race, color or religion, the full and equal enjoyment of the accommodations, advantages, facilities or privileges of his office or services or of any property under his care.

**128l. Report of violation--Discharge of employee.**

2. Any violation of Section 1 may be reported in writing to the head of the department or agency in which the officer or employee committing said violation is employed. It shall be his duty to investigate the complaint thoroughly. If he determines that a violation has been committed, the head of the department or agency, if said employee is not employed under the Civil Service Law shall immediately discharge the guilty officer or employee; if said employee is employed under Civil Service Law, then the head of the department or agency in which such offending employee is employed shall file or cause to be filed with the proper person the proper and necessary papers, charging such employee with a violation of this act. Said papers filed shall be in conformity with the provisions of the Civil Service Act, under which such employee is employed; if he determines no violation has been committed, he shall so notify the complainant by registered mail.

**128m. Petition to circuit court--Hearing.**

3. Where no violation is found by the head of the proper department or agency, the aggrieved party may file a petition in the circuit court of the county wherein the person complained of is employed. Such person and the department or agency head shall be named as respondents. The summons, service and return shall be in accordance with the Civil Practice Act. Upon the return day or any day thereafter fixed by the court, the court shall hear and determine the complaint in summary manner, and if the court finds the issues for the complainant

it shall order the head of the department or agency to discharge the offending employee forthwith; or if such offending employee is employed under Civil Service Law, the Court shall order the head of the department or agency in which such employee is employed to file or cause to be filed with the proper person the proper and necessary papers, in conformity with the Civil Service Law under which such employee is employed, charging such employee with a violation of this Act. The head of the department or agency shall be bound by the court's decision and may be held in contempt for failure to obey the same.

128n. Violation of court's order.

4. Whenever any appointed head of a department or agency violates Section 1 or refuses to abide by the court's decision, he shall be removed from office by the officer who appointed him.

2. STATE PARKS

Chapter 105

468.1. Discrimination by concessions on account of race, etc.

- 4a. It shall be the duty of the Governor and the Director of the Department in charge of the administration of this Act to cancel immediately the lease on any concession when the person holding the concession or an employee thereof discriminates on the basis of race, color or creed against any patron thereof.

SEGREGATION IN THE STATE MILITIA

2. CLASSIFICATION OF STATE MILITIA--Racial Segregation

Chapter 129

An Act to establish a military and naval code for the State of Illinois.

2. The Illinois State Militia shall be divided into three classes, the National Guard, the Naval Militia and the Unorganized Militia. There shall be no racial segregation nor shall there be any discrimination in accepting enlistment in the service of any unit, company, regiment, corps, division, department or any other subdivision of the National Guard or Naval Militia because of race, creed or color.

## SPECIAL LAWS APPLICABLE TO PUBLIC SCHOOLS--

## Chapter 122

An Act providing for a system of free schools.

(Under the authority of sections 6-1 and 6-33 to 6-58, inclusive, school districts having a population of fewer than one thousand inhabitants are governed by boards of school directors with enumerated powers.)

6-37. Assignment of pupils to schools--Non-resident pupils--  
Tuition--Race discrimination.

6-37. . . . but no pupil shall be excluded from or segregated in any such school on account of his color, race or nationality. (Under the authority of Sections 7-1 and 7-7 to 7-22, inclusive, and Sections 34-2 and 34-17, school districts having a population of over 1,000 inhabitants are governed by boards of education.)

34-17. General powers of board.

34-17. . . . but no pupil shall be excluded from or segregated in any such school on account of his color, race or nationality.

15-15. Exclusion of children on account of color.

15-15. Any school officer or other person who excludes or aids in excluding from the public schools, on account of color, any child who is entitled to the benefits of such school shall be fined not less than five nor more than one hundred dollars.

15-16. Preventing colored child from attending school.

15-16. Whoever by threat, menace or intimidation prevents any colored child entitled to attend a public school in this State from attending such school shall be fined not exceeding \$25.00

22-4. Religion or religious affiliation.

22-4. The religion or religious affiliation of any applicant seeking employment either as a superintendent, principal, teacher or other wise in the public elementary or high schools, shall not be considered either a qualification or disqualification for any such employment. If any member of a school board, superintendent, principal or other school officer violates the foregoing provision or directly or indirectly requires, asks, or seeks information concerning the religion or religious affiliation of an applicant in connection with his employment, or if any person, agency, bureau, corporation, or association employed or maintained to obtain or aid in obtaining employment of the kind described, directly or indirectly requires, asks, seeks, indicates or transmits orally or in

writing information concerning the religion or religious affiliation of an applicant for such employment, with the intent to influence such appointment, he shall be liable to a penalty of not less than one hundred dollars nor more than five hundred dollars, to be recovered by the person aggrieved thereby in any court of competent jurisdiction, and he shall also be fined not less than one hundred dollars nor more than five hundred dollars or imprisoned not less than thirty days nor more than ninety days, or be both so fined and imprisoned.

## SPECIAL LAWS APPLICABLE TO PRIVATE SCHOOLS

### Chapter 127

60. . . . provided, that no school, college or university, or department of a university or other institution that refuses admittance to applicants solely on account of race, color, or creed shall be considered reputable and in good standing . . . (Under the authority of section 60, the Department of Registration and Education of the State of Illinois is empowered to prescribe rules and regulations defining what shall constitute a school, college or university, trades and occupations.)

## PICTURES OR PLAYS PORTRAYING LACK OF VIRTUE OF ANY GROUP OF CITIZENS

### Criminal Code--Chapter 38

An act to revise the law in relation to criminal jurisprudence.

#### 471. Exhibiting, etc., depravity, etc.

- 224a. It shall be unlawful for any person, firm or corporation to manufacture, sell, or offer for sale, advertise or publish, present or exhibit in any public place in this state any lithograph, moving picture, play, drama or sketch, which publication, or exhibition portrays depravity, criminality, unchastity or lack of virtue of a class of citizens, of any race, color, creed or religion which said publication or exhibition exposes the citizens of any race, color, creed or religion to contempt, derision, or obloquy or which is productive of breach of the peace or riots. Any person, firm or corporation violating any of the provisions of this section shall be guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than fifty dollars (\$50.00), nor more than two hundred dollars (\$200.00).



## EQUALITY IN EMPLOYMENT OPPORTUNITIES

## 1. PUBLIC CONTRACTS--Chapter 29

An act to prohibit discrimination and intimidation on account of race or color in employment under contracts for public buildings or public works.

## 17. Race or color discrimination prohibited in contracts in public work.

1. No persons shall be refused or denied employment in any capacity on the ground of race or color, nor be discriminated against in any manner by reason thereof, in connection with the contracting for or the performance of any work or service of any kind, by, for, on behalf of, or for the benefit of this State or of any department, bureau, commission, board, or other political subdivision or agency thereof.

## 18. Deemed incorporated in contract.

2. The provisions of this Act shall automatically enter into and become a part of each and every contract or other agreement hereafter entered into by, with, for, on behalf of, or for the benefit of this State, or of any department, bureau, commission, board, other political subdivision or agency, officer or agent thereof, providing for or relating to the performance of any of the said work or services or of any part thereof.

## 19. Includes independent contractors, etc.

3. The provisions of this Act also shall apply to all contracts entered into by or on behalf of all independent contractors, subcontractors, and any and all other persons, associations or corporations, providing for or relating to the doing of any of the said work or the performance of any of the said services, or any part thereof.

## 20. Deduction from compensation

No contractor, subcontractor, nor any person on his behalf shall, in any manner, discriminate against or intimidate any employee hired for the performance of work for the benefit of the State or for any department, bureau, commission, board, other political subdivision or agency, officer or agent thereof, on account of race or color; and there may be deducted from the amount payable to the contractor by the State of Illinois or by any municipal corporation thereof, under this contract, a penalty of five dollars for each person for each calendar day during which such person was discriminated against or intimidated in violation of the provisions of this Act.

21. Recovery by injured person

5. Any person who or any agency, corporation or association which shall violate any of the provisions of the foregoing sections, or who or which shall aid, abet, incite or otherwise participate in the violation of any of the said provisions, whether the said violation or participation therein shall occur through action in a private, in a public, or in any official capacity, shall be liable to a penalty of not less than one hundred nor more than five hundred dollars for each and every said violation or participation therein with respect to each person aggrieved thereby, to be recovered by each such aggrieved person, or by any other person to whom such aggrieved person shall assign his cause of action, in any court of competent jurisdiction in the county in which the plaintiff or the defendant shall reside.

22. Criminal penalty.

6. Any person who or any agency, corporation or association which shall violate any of the provisions of the foregoing sections, or who or which shall aid, abet, incite or otherwise participate in the violation of any of the said provisions, whether the said violation or participation therein shall occur through action in a private, in a public, or in any official capacity, shall also be deemed guilty of a misdemeanor for each and every said violation or participation and on conviction thereof, shall be punished by a fine of not less than one hundred nor more than five hundred dollars, or, in the case of non-corporate violators, or participators, by imprisonment for not less than thirty nor more than ninety days, or by both such fine and imprisonment.

23. To be inscribed in contract.

7. The provisions of this Act shall be printed or otherwise inscribed on the face of each contract to which it shall be applicable, but their absence therefrom shall in no wise prevent or affect the application of the said provisions to the said contract.

2. WORK RELIEF PROJECTS

Criminal Code--Chapter 38

An act in relation to civil and legal rights of persons in this State.

128h. Discrimination in hiring persons for work relief.

1. It shall be unlawful for any agent, appointee or employee of any State commission or governmental subdivision of this State or of any county, municipal or political subdivision

thereof or of any Park District or Forest Preserve District to either directly or indirectly discriminate or cause to be discriminated against any person or persons in this State on account of race, color or creed in the matter of hiring persons for work relief projects.

128i. Discharge for violation.

2. Whoever violates any of the provisions of Section 1 of this Act or whoever shall permit or allow any other person under his employ or direction to violate any of the provisions of Section 1 of this Act, shall be forthwith discharged by the appointing authority responsible for his or her appointment.

128j. Penalty for violation.

3. And also whoever violates any of the provisions of Section 1 of this Act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be imprisoned in the County jail not less than 30 days nor more than six months or shall be fined not less than fifty (\$50.00) dollars, nor more than one hundred (\$100.00) dollars, or both so imprisoned and so fined.

3. DEFENSE INDUSTRIES CONTRACTS--Chapter 29

An act concerning discrimination on account of race, color or creed in the training and employment of persons, firms or corporations engaged in the performance of war defense contracts of the State or Federal Government and providing penalties therefor.

24c. Discrimination because of race or color in hiring or training employees prohibited.

3. It shall be unlawful for any war defense contractor, its officers or agents or employees to discriminate against any citizen of the State of Illinois because of his race or color, in the hiring of employees and training for skilled or semi-skilled employment, and every such discrimination shall be deemed a violation of this act.

24d. Complaints--Prosecutions.

4. Upon the filing of a verified complaint, setting out the facts of the alleged discrimination in the office of the Department of Labor of the State of Illinois, and the state's attorneys of the respective counties of the State of Illinois and the attorney general of Illinois on the relation of the State of Illinois, it shall be the duty of said respective officers or their assistants to enforce the prosecution of any violation of this act.

24e. Punishment for violations.

5. Any war defense contractor, its officers, agents or employees who shall violate any provisions of this act shall, upon conviction thereof be fined in a sum of not less than one hundred dollars nor more than five hundred dollars in any court of competent jurisdiction in the county in which the defendant shall reside.

24f. Display of copy of act.

6. A copy of this act shall be furnished by the Department of Labor and shall be prominently displayed by each war defense contractor in its employment office and room where applicants for employment or training are interviewed. This shall be done by such war defense contractor within thirty days after the effective date of this Act and any violation of this section shall be deemed a misdemeanor punishable by a fine in the sum of twenty-five dollars.

24g. Fine for each day's violation

7. Whereas, each day a national defense emergency exists, persons of health, ability and skill are hourly being deprived of training and employment solely because of discrimination of color, race and creed. The penalty set out in paragraph six shall be a separate offense for each day and the offender shall be fined for each day's violation separately.

4. HOUSING CORPORATIONS--Chapter 32

An act in relation to housing.

510. Acts prohibited.

7. No housing corporation shall . . . (9) Enter into contracts for the construction of buildings or for the payment of salaries to officers or employees, or for the purchase of materials, equipment or supplies, except subject to the inspection and revision of the State housing board and under such regulations as the board may from time to time prescribe.

No housing corporation or contractor employed thereby shall deny employment to any person on account of race, creed or color.

531. Mandamus or injunction by board against housing corporation.

28. Whenever in the judgment of the board a housing corporation fails or omits, or is about to fail or omit to do anything required of it by law or by order of the board, or does or is about to do, or permits or is about to permit to be done anything contrary to or in violation of law or any order of the board, or anything which is improvident or prejudicial to

the interests of the public, its tenants, lienholders, mortgages, creditors, of the holders of its securities or obligations, the board shall commence an action or proceeding in the Circuit Court of the county in which the premises are situated or in which the principal offices of the corporation are located for the purpose of stopping such act or omission, or preventing such threatened act or omission, either by mandamus or injunction.

5. CIVIL SERVICE--Chapter 24 1/2

An Act to regulate the civil service of the State of Illinois.

8. Examinations--Persons eligible to take.

6. All applicants for offices or places in the classified service . . . shall be subjected to examination, which shall be public, competitive, and open to all citizens of the United States who are residents of the State of Illinois who may be lawfully appointed to any office or place in the service of the State of Illinois, with limitations specified in the rules of the commission as to residence, sex, health, habits, moral character and qualifications to perform the duties of the office or place to be filled, which qualifications except as otherwise herein provided shall be prescribed by rule in advance of such examination: . . . No question in any examination shall relate to political or religious opinion or affiliations.

6. CHICAGO FAIR EMPLOYMENT PRACTICES ORDINANCE

Municipal Code of Chicago. Chapter 198.7A

Section 1. Whereas, it is the policy of the United States Government in furtherance of the successful winning of the peace to insure the maximum participation of all available workers in production, regardless of race, creed, color or national origin, in the firm belief that the democratic way of life within the nation can be defended successfully only with the help and support of all groups within its borders, the City of Chicago, to cooperate with the United States Government, by eliminating possible discrimination in public and private employment, enacts this ordinance to be known as the Fair Employment Practices Ordinance.

Section 2. It shall be unlawful for any department of the City of Chicago, or any city official, his agent or employee for or on behalf of the City of Chicago, involving any public works of the City of Chicago to refuse to employ or to discharge any person,

otherwise qualified, on account of race, color, creed, national origin, or ancestry; to discriminate for the same reasons in regard to tenure, terms or conditions of employment; to deny promotion or increase in compensation solely for these reasons, to publish offer of employment based on such discrimination; to adopt or enforce any rule, or employment policy which discriminates between employees on account of race, color, religion, national origin, or ancestry; to seek such information as to any employee as a condition of employment; to penalize any employee or discriminate in the selection of personnel for training solely on the basis of race, color, religion, national origin, or ancestry.

Section 3. All contracting agencies of the City of Chicago, or any department thereof, shall include in all contracts hereafter negotiated or renegotiated by them a provision obligating the contractor not to discriminate against any employee or applicant for employment because of race, creed, color or national origin and shall require him to include a similar provision in all sub-contracts.

Section 4. It shall be unlawful for any person to discriminate against any other person by reason of race, creed, color or national origin, with respect to the hiring, application for employment, tenure, terms or conditions of employment.

Section 5. Any person, firm or corporation who shall violate or fail to comply with any of the provisions of this ordinance shall be guilty of a misdemeanor, and shall be punished by a fine in any sum not exceeding two hundred dollars (\$200.00).

Section 6. If any part of this ordinance shall be declared invalid the balance of the ordinance shall remain in full force and effect.

#### CHICAGO ANTI-RIOT ORDINANCE

##### Municipal Code of Chicago. Chapter 193-1.1

It is unlawful to create a clear and present danger of a riot or assault, battery, or other unlawful trespass against any person or group of persons because of his or their race, religion, color, national origin, or ancestry, or to create a clear and present danger of arson, vandalism, defacement, or other unlawful trespass against property because of the race, religion, color, national origin, or ancestry of the owner, possessor, or authorized user or users of said property, or, in the case of a cemetery, of the decedent buried therein.

The term "person" as used in this section shall include one or more individuals, co-partnerships, corporations, firm organizations, associations, leagues, or other bodies.

Any person violating the provisions of this section shall be fined not less than twenty-five dollars nor more than two hundred dollars or imprisoned for not less than ten days or more than six months, or both, for each offense.<sup>1</sup>

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<sup>1</sup> Chicago Commission on Human Relations, Your Civil Rights, pp. 22 - 44.

#### APPENDIX IV

##### POLICE TRAINING IN HUMAN RELATIONS IN CHICAGO

The manual, The Police and Minority Groups, was the product "of a program of study and conference in the field of human relations by the supervisory police personnel of the Chicago Park District."<sup>1</sup> This manual was designed to be used for instruction for the entire police force of the Park District. The topics were developed with two considerations in mind: the nature of the problems themselves and the experience of the men on the force with reference to various kinds of minority group tensions.

The first program consisted of six conferences, each for three hours. The men were divided into several groups and discussed the material for a period of six weeks. The following points contain the summary of the six conferences.

1. A presentation of the dimension of the problem as a world problem; in the United States as a national problem; in Chicago as a metropolitan problem; and within various sections of the city as a neighborhood problem.
2. The historical backgrounds and conditions of racial, nationality, religious, and cultural tension with specific emphasis upon the history and conditions of minority-group relations as they have developed in the Chicago metropolitan region.

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<sup>1</sup>Lohman, p. ix.



3. A presentation and analysis of the scientifically verified facts about race, nationality, and other minority groups in relation to the assumptions of ordinary citizens about such groups.
4. A description and analysis of the characteristic social situations in which tensions have arisen and may continue to arise; three major areas in which tensions are currently prominent; namely, discrimination in employment, substandard housing and segregation, and discrimination in the areas of recreation and general social activities.
5. The role of the police officer in treating tension situations; the development of crowd and mob behavior; stages in the development of collective excitement in relation to alternative control measures; and the provocative influence of rumor.
6. The content of the law as it affects race relations and as it indicates the basis for correct procedure in its enforcement; consideration of the measures that may be employed in minimizing the possibility of physical outbreaks; measures which bring about greater public security in the event of physical outbreaks.<sup>2</sup>

The areas covered by the six conferences follows in this outline.<sup>3</sup>

I. Worldwide and Neighborhood Aspects of Human Relations

- A. Our Economic Interdependence
- B. Demagogue and Special Interests
- C. The Role of the Police Officer
- D. Fostering the Professional Spirit
- E. The Establishment of Professional Attitudes

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<sup>2</sup>Ibid., pp. xi - xii.

<sup>3</sup>Each of these points is developed more fully in the manual, The Police and Minority Groups.

## **II. Background and Condition of Racial, Nationality, and Religious Tension**

- A. Race Prejudice in the United States**
- B. The Chicago Residential Pattern**
- C. Basic Population Factors in Chicago Community Life**
- D. Minority Groups and Selected Social Problems**

## **III. The Facts about Race**

- A. The Evidence Concerning Racial Differences**
- B. How Scientists Classify the Races**
- C. The Significance of Racial Mixture**
- D. The Problem of Racial Superiority and Inferiority**
- E. Intelligence and Superiority**
- F. Race and Crime**

## **IV. The Social Situations in which Tensions Arise**

- A. Competition for Jobs**
- B. Residential Segregation**
- C. Tensions in Recreation and Service Institutions**

## **V. The Role of Police Officers in Dealing with Tensions**

- A. Factors Underlying Mob and Crowd Behavior**
- B. Stages in the Development of Mobs**
- C. Types of Crowds**
- D. Rumor**

## **VI. The Law and Administrative Controls as They Affect Human Relations**

- A. Federal Law**
- B. Abridgment of privileges or immunities of citizens**
- C. Due Process of Law**
- D. Equal Protection of Laws**
- E. Federal Statutes**

- F. Illinois Statutes
- G. Police and Law
- H. The Mobilization of Community Resources in Dealing with Tensions
- I. Plan of Action

The first training program in human relations for the Chicago Police Department was held in March and April of 1950. This first program was held for all police lieutenants. In the following pages the outline of the course offered to the lieutenants as well as the later program for the sergeants is presented. The matter used is quoted from the Monthly Report of the Chicago Commission on Human Relations.

#### POLICE TRAINING--FIRST PROGRAM

##### Outline of Discussion

- I. Responsibility and authority of the Chicago Commission on Human Relations under its Ordinance
  - A. The Ordinance
  - B. The staff of the Commission by Augustine J. Bowe, Chairman
- II. Organization of the Commission
  - A. How it works generally--Thomas H. Wright, Executive Director
    - 1. Commission makeup--policy making
    - 2. Working committees and their functions
    - 3. Staff responsibility and organization
  - B. How it operates in the field of Civil Rights and Law and Order--Fritz Pollard, Jr.
    - 1. Lighthouses--Information centers
    - 2. Community Education--Thomas H. Wright
      - a. Confers and negotiates with Church and Religious leaders
      - b. Confers and negotiates with property owners associations and community associations
      - c. Works with city families in the area of tension
- III. How the Commission operates in Crises Periods
  - A. Relations to Police Department--F. Pollard, Jr. on move-ins, information regarding tensions and recommended actions

- B. Meets constantly with heads of 50 or more civic agencies--relaying information, working out lines of cooperation--Thomas H. Wright
  - C. Cooperatively establishes observers in all the major centers of concentration in Negro and white communities--Corneff Taylor
    - a. Watching for concentrations or attempted retaliations, e.g. Fernwood, Peoria Street
    - b. Organizing responsible leaders of Negro communities such as judges, lawyers, doctors, businessmen, stopping moves of retaliation
  - D. Work with press and radio--William H. Gremley
  - E. Scotchng rumors--Thomas H. Wright  
e.g. Fernwood, 7153 South St. Lawrence Street
  - F. Analysis of non-retaliatory action on part of Negro community as well as possibility of retaliatory action--Thomas H. Wright
    - a. Necessary information on police action has been kept constantly flowing to centers of communication in the Negro community
    - b. Negro leaders of organizations participating actively with Commission in maintaining law and order
    - c. Retaliatory action possible when confidence of Negro community is shaken because interracial disturbances ARE NOT brought under control at once by the Police Department, when official policy is uncertain and when Court action does not result in the punishment of the offender
- IV. Lines of cooperation--Augustine J. Bowe--Thomas H. Wright
- A. Commission desires to cooperate full with the Police Department as a sister agency
  - B. Continual transfer of general and specific information from the Commission to the Police Department on all matter regarding racial, religious or ethnic groups in Chicago<sup>4</sup>

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<sup>4</sup> Chicago Commission on Human Relations, Monthly Report, March 1950, pp. 6 - 7.

**POLICE TRAINING--SERGEANTS' PROGRAM****Discussion Outline**

- I. Responsibility and authority of the Chicago Commission on Human Relations under its Ordinance**
  - A. The Ordinance**
  - B. The staff of the Commission--by Thomas H. Wright, Director**
- II. Organization of the Commission**
  - A. How it works generally--Thomas H. Wright, Executive Director**
    - 1. Commission makeup--policy making**
    - 2. Working committees and their functions**
    - 3. Staff responsibility and organization**
- III. Analyses of Population, Economics, and Social Changes out of which the most Critical Problems of Human Relations in Chicago Arise--by Thomas H. Wright, Executive Director**
  - A. Population Changes in population movements into the city, e.g., Japanese-Americans, Mexican-Americans, and Negro-Americans**
  - B. Why these people are coming to Chicago--the job looking for the man and the man looking for the job met in Chicago. Chicago industrial expansion, the industrial changes in the South; only additional major supply available are whites and Negroes from the deep South with the exception of a small number of D.P.'s**
  - C. Economic competence of the Negro rising rapidly. Steady and secure jobs increasing, savings increasing**
  - D. Housing, the critical area in human relations in Chicago**
    - 1. Restrictions on purchasing of housing by Negroes piles up enormous purchasing power seeking living space**
    - 2. Supreme Court Decision on Restrictive Covenants 1948. Tremendous expansion of purchases by Negroes of property in the areas where they have hitherto been barred from living**
    - 3. Identification of local groups, try to use violent means to stop Negroes from purchasing and living in certain Chicago communities.**

IV. How the Commission on Human Relations operates in the Field of Civil Rights and Law and Order--by Maynard Wishner and Fritz Pollard, Jr.

1. Lighthouses--Information Centers
2. Relaying information to the Police Department on tensioned prospective move-ins of members of minority groups
3. Scotching rumors

V. How the Commission Operates in a Crisis Period--by Maynard Wishner and Fritz Pollard, Jr.

- A. Relationship to Police Department--Relays information regarding tensions and recommended actions in the police policy of dispersal and its meaning
- B. Meets constantly with heads of 50 or more civic agencies relaying information, work outlines of cooperation
- C. Establishes observers in all major centers of concentration in Negro and white communities
- D. Watches for concentrations and retaliations--e.g. Fernwood and Peoria Street
- E. Organizes responsible leaders of Negro communities, such as judges, lawyers, doctors, and business men stopping moves of retaliation.

VI. Analysis of Non-Retaliatory Action on the Part of the Negro Community as well as the Possibility of Retaliatory Action

- A. Necessary information on police action is kept constantly flowing to centers of communication in the Negro community
- B. Negro leaders of organizations participating actively with Commission in maintaining law and order
- C. Retaliatory action possible when confidence of Negro community is shaken if interracial disturbances ARE NOT brought under control at once by the Police Department, when official policy is uncertain and when Court action is not decisive in support of law and order

VII. How the Commission Operates in the Field of Enforcement of Civil Rights--by Maynard Wishner

- A. The Civil Rights Statutes in "Your Civil Rights" pamphlet published by the Commission
- B. The methods the Commission uses when complaints are made of violation of civil rights statutes
  1. Informs citizens of their rights under the law
  2. Negotiates and confers with owner of establishment complained against in an effort to get said owner to abide by the law
  3. Calls group conference of various owners of establishments, e.g. Skating Rinks, Bowling Alleys

C. Relationship of the Commission to the Police Department  
in Civil Rights Matters

VIII. Community Education and Organization by the Commission--by  
Thomas H. Wright, Executive Director

A. At the city-wide level

1. City-wide conference
2. Public speeches by the staff
3. Educational publicity, e.g. Civil Rights Handbook
4. Work with press and radio on handling of news regarding interracial incidents and general policy with regard to human relations

B. Work at the Local Community Level

1. Conferences with ministers, priests, and rabbis in tension situations
2. Conferences with local, improvement, civic and business associations
3. "City Family" meetings
4. Organization of committees, commissions or conferences at the local community levels of those interested in dealing directly with the problems in human relations.<sup>5</sup>

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<sup>5</sup>  
Chicago Commission on Human Relations, Monthly Report, September 1950,  
pp. 14 - 16.

APPROVAL SHEET

The thesis submitted by Sister Claire Marie, O.S.F. has been read and approved by three members of the Department of Sociology.

The final copies have been examined by the director of the thesis and the signature which appears below verifies the fact that any necessary changes have been incorporated, and that the thesis is now given final approval with reference to content, form, and mechanical accuracy.

The thesis is therefore accepted in partial fulfillment of the requirements for the Degree of Master of Arts.

June 6, 1956  
Date

Paul Mundy  
Signature of Adviser