

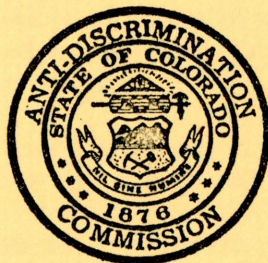
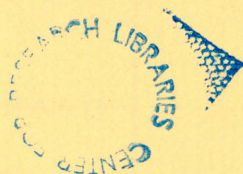
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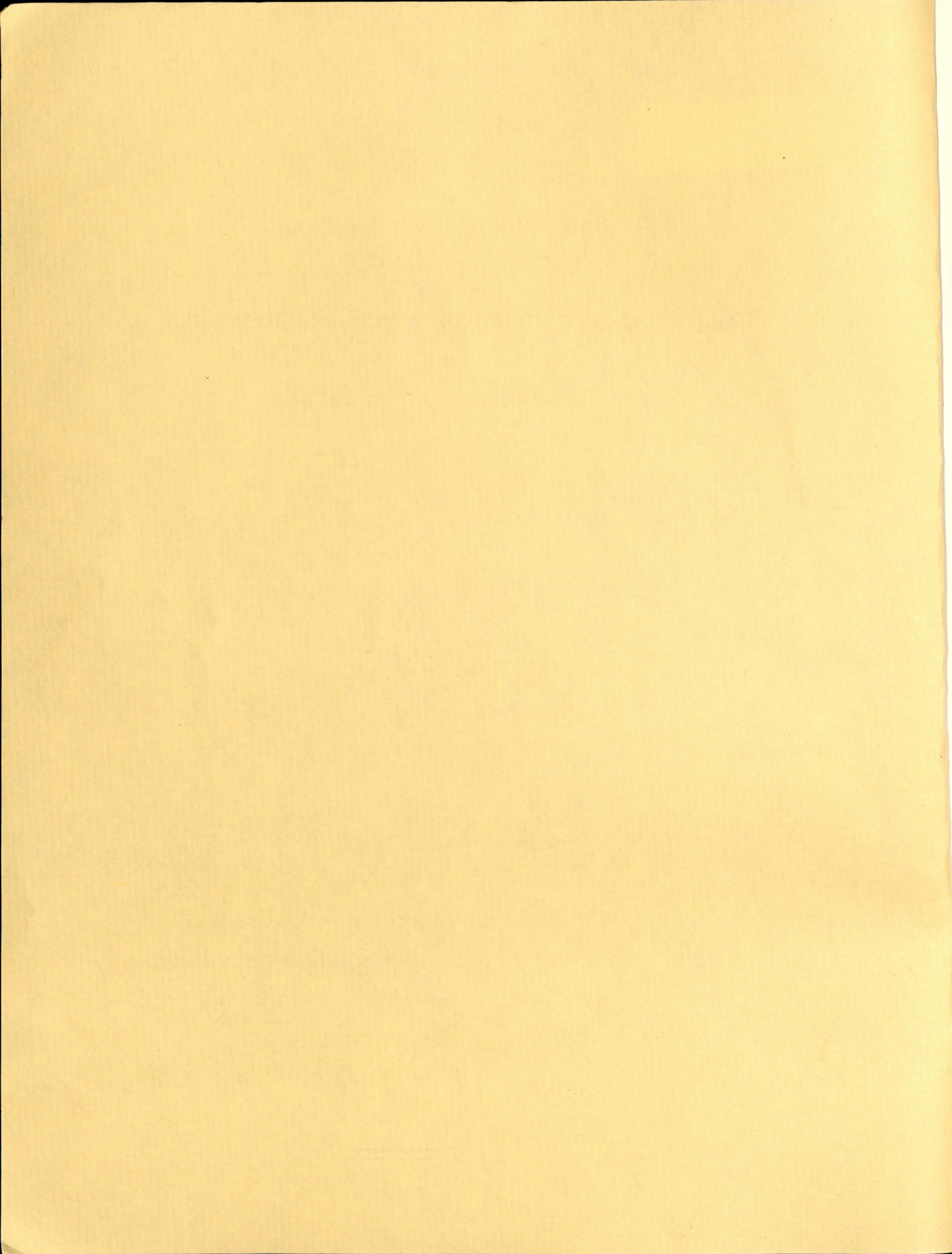
SEVENTH ANNUAL REPORT

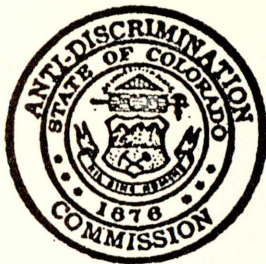
COLORADO ANTI-DISCRIMINATION COMMISSION

1960 - 1961



THE STATE OF COLORADO
ANTI-DISCRIMINATION COMMISSION
306 State Services Building
1525 Sherman Street
Denver 3, Colorado





THE STATE OF COLORADO
ANTI-DISCRIMINATION COMMISSION

306 STATE SERVICES BUILDING
DENVER 3, COLORADO

1525 SHERMAN STREET
ACOMA 2-9911 EXT. 2621

COMMISSIONERS

GEORGE J. WHITE
CHAIRMAN
PUEBLO

MRS. TOR HYLSON
COLORADO SPRINGS

ROBERT C. KEELER
LONGMONT

EDWARD MILLER
DENVER

MRS. E. THOMAS MILLS, JR.
DENVER

MRS. DORA PICCOLI
DURANGO

• • •

EDWARD TERRONES
ACTING DIRECTOR

GALLOWAY H. DENNY
FIELD REPRESENTATIVE

MARY McLUCAS
FIELD REPRESENTATIVE

JAMES D. YOUNCE
FIELD REPRESENTATIVE

GEORGE J. ROYBAL
FIELD REPRESENTATIVE



June 1, 1962

The Honorable Stephen L. R. McNichols
Governor of Colorado
136 State Capitol
Denver 2, Colorado

Dear Sir:


We have the honor to submit herewith to you the Seventh Annual Report of the Colorado Anti-Discrimination Commission, prepared by Edward Terrones, Acting Director of the Commission's staff.

This report presents a condensed resume of the Commission's activities for the fiscal year 1960-61.

We wish to express to you our belief in the validity of the report. We consider it a significant part of the effort to increase the understanding of the importance of civil rights as a factor in maintaining constitutional democracy in the State and the Nation.

Respectfully submitted,

COLORADO ANTI-DISCRIMINATION COMMISSION


George J. White
Chairman

GJW:sp

SEVENTH ANNUAL REPORT
OF THE

COLORADO ANTI-DISCRIMINATION COMMISSION

July 1, 1960 - June 30, 1961

INTRODUCTION

The following summation of the work of the Colorado Anti-Discrimination Commission, covering the period between July 1, 1960, and June 30, 1961, is the seventh such report to be filed with the Governor of Colorado. Progress in the elimination and prevention of discrimination in employment, public accommodations, and housing, based on race, creed, color, national origin, or sex in the State of Colorado, accelerates with each passing year.

This progress in the improvement of intergroup relations can be traced back to the 38th, 40th, 41st, and 42nd General Assemblies and to the support given by Governors Thornton, Johnson, and McNichols. The General Assemblies have passed a well-rounded set of enforceable laws which are designed to combat discrimination in public accommodations, employment, and housing.

The Commission feels that education is of the utmost importance to the success of its program. Education should enable people to recognize and understand the rights of other people and to give full and deserving respect to those rights. However, there are certain people for whom the education process is insufficient, and in such cases, the application of the enforcement authority provided through legislation becomes necessary.

There is no longer any doubt among intergroup relations agencies about the effectiveness of the laws in their area. Law, like custom, is an educative process. Gordon Allport was not making a challenging remark but stating the obvious when, in his publication, "The Nature of Prejudice," he observed: "Legislative action is one of the major methods of reducing not only discrimination, but private prejudice as well." As these truths sink into popular consciousness, there will be increasing opportunities for using laws; i. e., the pressure and prestige of State and Federal Government, to bring about social change. It is the task of intergroup relations agencies to consider the situations in which law is most effective, the best ways to invoke it and how the agency can use its varying forms; statutory commands, court decrees or orders of government agencies.

Colorado has experienced a phenomenal growth of population during the past ten years. The 1950 census reported 1,325,089 population. The 1960 census reported 1,753,947 population - the largest increase in individual population for any ten-year period since 1900. With this population increase of 32.4 per cent, the non-white population increased from 28,436 to 53,247, an increase of 87.3 per cent. The census gives no breakdown of Colorado's largest, minority, Spanish-named citizens, a cultural minority, which is estimated in excess of 170,000 of which some 70,000 live in the Denver area. Another minority, those of the Jewish faith, are not reported in the current census. However, the Jewish population has been

estimated at 30,000 with approximately 25,000 living in Denver. This makes a total of the principal minorities known to have suffered discrimination approximately 280,000 or 16 or 17 per cent of the total current population figure.

The Commission and the civil rights movement will strongly miss the guidance that it has received under Roy Chapman's capable hands. Of course, the real benefactors under any well-administered human rights program are the people, themselves, in the states where the citizens, through their representatives, have the foresight to recognize and come to grips with the problem. So it is that Colorado should be justly proud of those individuals who have served them so well by providing a vehicle for peaceful settlement of problems based on race, creed, color, national origin and ancestry. Where other sections of the country have experienced violence and upheaval, Colorado has steadily improved its human climate during the past decade without major controversy. As the Colorado 38th, 40th, 41st, and 42nd General Assemblies advanced civil rights laws, public acceptance and compliance with the spirit of these laws were secured by forthright and judicious administration, which, in turn, leads to an improved human climate for all of the citizens of the State. Straightforward endorsement and support by Governors Thornton, Johnson, and McNichols has further helped to shape a public image of compliance with both the letter and spirit of the civil rights laws of the State. So, it is with some pride that we may point back to this ten-year period in Colorado's population and cultural development as an unparalleled period in our State's history.

THE LAWS AND THE COMMISSION

The three basic Colorado civil rights laws are currently cited in the Colorado Revised Statutes - 1953, 1960 Permanent Supplement, 1954 to 1960, Book 8. In order of their citation in the book, they are as follows: The Colorado Civil Rights--Anti-Discrimination Act appears in Chapter 25, Article 3; The Colorado Fair Housing Act of 1959 is cited in Chapter 69, Article 7; and The Colorado Anti-Discrimination Act of 1957, known as the Fair Employment Practices Law, is cited in Chapter 80, Article 24. The foregoing laws, in the sequence stated, prohibit discrimination by places of public accommodation, in housing, and in employment for reasons of race, creed, color, national origin, or ancestry and sex in housing. The laws further provide for a commission and a staff to administer the laws.

The Commission is composed of seven members appointed by the Governor, with the advice and approval of the Senate. The commissioners serve without pay, but are reimbursed for actual and necessary expenses. As of June 30, 1961, the commissioners are:

George J. White, Chairman
1730 Stone Avenue
Pueblo, Colorado

Mrs. Tor Hylbom
120 Cresta Road
Colorado Springs, Colorado

Mrs. E. Thomas Mills, Jr.
3958 Haddon Road
Denver, Colorado

Robert C. Keeler
1865 West 3rd Avenue
Longmont, Colorado

Mrs. Dora Piccoli
P.O. Box 1426
Durango, Colorado

Edward Miller
621-17th Street
2456 First National Bank Bldg.
Denver 2, Colorado

Franklin R. Stewart
125 West 9th Street
P.O. Box 1708
Pueblo, Colorado

The Commission convened ten times during the fiscal year. Five regular meetings were held, three of which were in the Commission's office, one at the Antler's Hotel in Colorado Springs, and another at Pueblo. The Commission met three times in executive session. On two other occasions, attempts to secure a quorum failed and the regular meetings were cancelled.

Expenditures

Expenditures for the Commission and staff for the fiscal year 1960-61 were as follows:

Personnel Services	\$ 45,399.80
State Payment to Retirement Fund	2,676.51
Operating Expenses	5,136.43
Travel	3,730.79
Capital Outlay	248.00
	<hr/>
Total	\$ 57,191.53

The above is the total cost for operating the Commission for the fiscal year and represents a per capita cost of slightly more than \$.03 (3 cents).

ACTIVITIES OF THE COMMISSION

The activities of the Commission and staff, as described in previous reports, fall into three major categories: Research, Education, and Regulation. In the research process, generally, information is uncovered which points up and suggests new programs of education and regulation directly concerned with performance of the Commission's major function; namely, the elimination of discrimination in employment, public accommodations and housing. In the education process, many things are learned by the staff both in training sessions provided for them and in sessions designed by them for others which lead to improvements in the process itself, as well as in the processes of research and regulation. All available information obtained through these processes is used to secure the highest degree of compliance possible with the State anti-discrimination laws.

RESEARCH

Field Representative Case Load Analysis

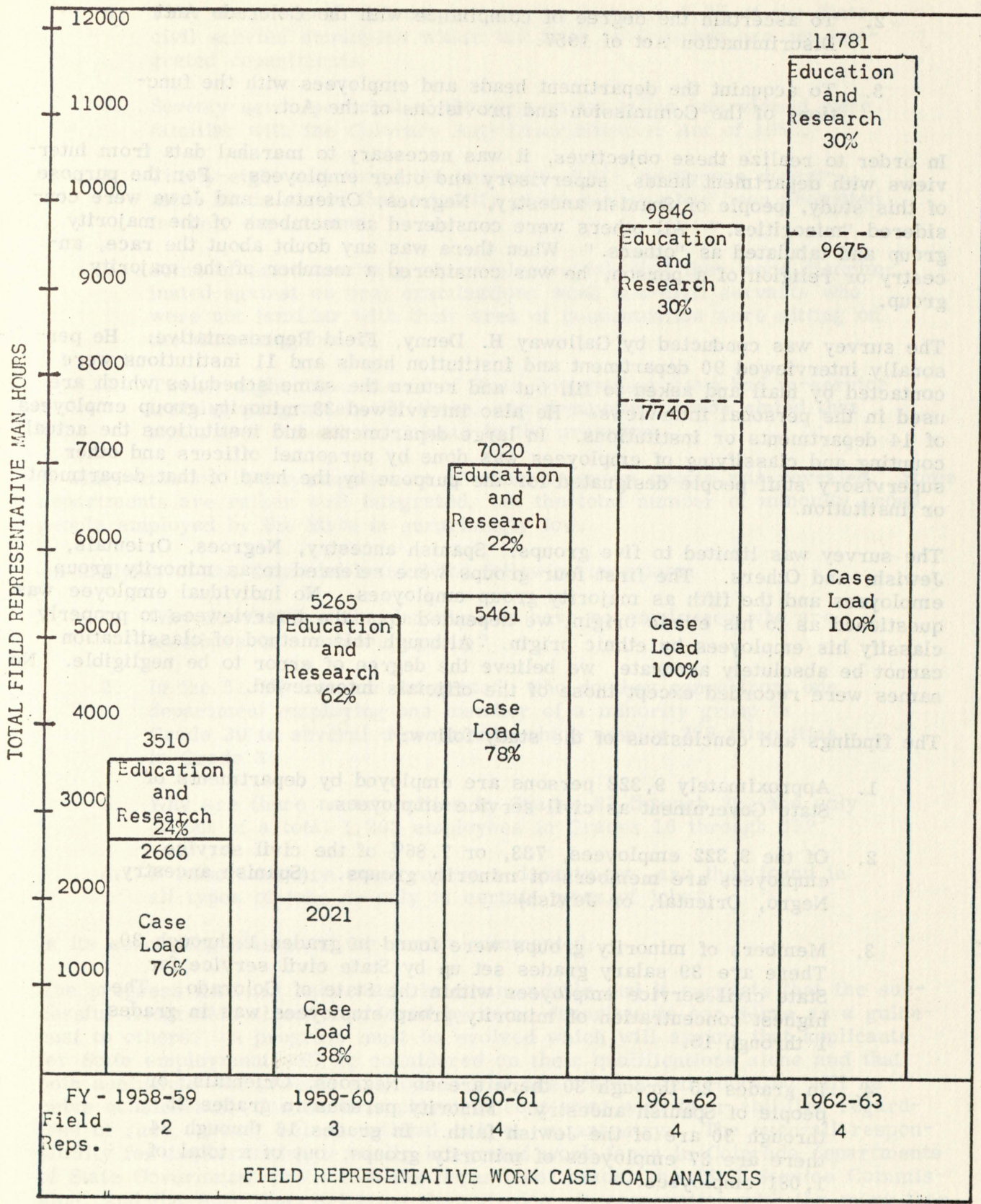
This year a sharp rise in the number of complaints and in the amount of time required for investigations has so greatly unbalanced the Commission's division of labor among the three processes, that the total man hours devoted to education and research together is scarcely half that devoted to the case work necessary for the effective use of the regulation process. This condition is visualized in the chart, Field Representative Case Load Analysis, on page 5. Here, it will be noted that in 1958-59, when the education and research time available was 24%, the case load was 76%. In 1959-60, when the education and research time available was 62%, the case load was 38%. Again in 1960-61, the case load went up, reaching its highest peak - 72%, while education and research went down to 22%. At the end of 1961, the situation was such as to justify projecting the case load for 1961-62, when it would appear that there will be no time for education and research. Such a condition could become critical. It would be analogous, in some respects, to a medical team attempting to check an epidemic, with time available only for attending the sick and none for efforts to discover and correct the causes of the condition. A tentative conclusion to be drawn from this project is that, when laws are well supported and administered through an advanced education and research program, case loads can be appreciably lessened.

A Survey of Employment in the Departments of State Government

The principal research project for fiscal year 1960-61 was a study of the integration of minority groups in the departments of Colorado State Government, initiated by the Commission in the spring of 1960. This research project was entitled, "Fair Employment Survey of Colorado Departments of State Government." The study is authorized by the Colorado Anti-Discrimination Act of 1957.

The Act defines an employer, as the State of Colorado, or any political subdivision or board, commission, department, institution or school district thereof, and every other person employing six or more employees with the State. The law declares that it shall be a discriminatory or unfair employment practice for an employer to refuse to hire, discharge, promote, demote, or to discriminate in matters of compensation against any individual because of race, creed, color, national origin or ancestry. The investigation of some specific complaints under the Anti-Discrimination Act is a function of the Commission. The Commission is, also, empowered to investigate and study the existence of discrimination in employment, to formulate plans for elimination thereof, and to publish reports of such investigation and research. Such studies have been made previously in the areas of education, employment, and labor union membership. In like manner, the Commission felt the need for comprehensive data in the area of investigation in State employment on the assumption that a thorough going study of the problem would provide a firm basis for implementation of its policies. The Commission's objectives were:

1. To ascertain the character, extent or existence of discrimination in employment in the various departments of State Government because of race, creed, color, national origin, or ancestry.



FIELD REPRESENTATIVE WORK CASE LOAD ANALYSIS

2. To ascertain the degree of compliance with the Colorado Anti-Discrimination Act of 1957.
3. To acquaint the department heads and employees with the functions of the Commission and provisions of the Act.

In order to realize these objectives, it was necessary to marshal data from interviews with department heads, supervisory and other employees. For the purpose of this study, people of Spanish ancestry, Negroes, Orientals and Jews were considered "minorities." All others were considered as members of the majority group and tabulated as "others." When there was any doubt about the race, ancestry or religion of a person, he was considered a member of the majority group.

The survey was conducted by Galloway H. Denny, Field Representative. He personally interviewed 90 department and institution heads and 11 institutions were contacted by mail and asked to fill out and return the same schedules which are used in the personal interviews. He also interviewed 33 minority group employees of 14 departments or institutions. In large departments and institutions the actual counting and classifying of employees was done by personnel officers and other supervisory staff people designated for the purpose by the head of that department or institution.

The survey was limited to five groups: Spanish ancestry, Negroes, Orientals, Jewish, and Others. The first four groups were referred to as minority group employees and the fifth as majority group employees. No individual employee was questioned as to his ethnic origin; we depended upon the interviewees to properly classify his employees by ethnic origin. Although this method of classification cannot be absolutely accurate, we believe the degree of error to be negligible. No names were recorded except those of the officials interviewed.

The findings and conclusions of the study follow:

1. Approximately 9,322 persons are employed by departments of State Government as civil service employees.
2. Of the 9,322 employees, 733, or 7.86% of the civil service employees are members of minority groups. (Spanish ancestry, Negro, Oriental, or Jewish)
3. Members of minority groups were found in grades 1 through 30. There are 39 salary grades set up by State civil service for State civil service employees within the State of Colorado. The highest concentration of minority group employees was in grades 1 through 15.
4. In grades 25 through 30 there are no Negroes, Orientals, or people of Spanish ancestry. Minority persons in grades 25 through 30 are of the Jewish faith. In grades 16 through 24 there are 37 employees of minority groups, out of a total of 1,081 employees.
5. Thirty-one and one-tenth per cent of the minority employees are in Grade 3. People of Spanish ancestry and Negroes comprise ninety-two and two-tenths per cent of the employees in Grade 3.

6. Fifty departments that employ 308 persons, or 3.3% of the State civil service employees within the State of Colorado are not integrated departments.
7. Seventy-seven per cent of the department heads interviewed were familiar with the Colorado Anti-Discrimination Act of 1957.
8. Thirty-eight and six-tenths per cent of the twenty-one department heads stated that minority group persons had been promoted in their departments.
9. Some of the minority group employees felt that they were discriminated against on oral examinations when non-civil servants who were not familiar with their area of concentration were sitting on the examining board.
10. Twenty-eight departments of State Government have had in-service training programs. Of these, two department heads stated that minorities did not participate in the programs.

A wide variation in the employment of minority group people was revealed. Some departments are rather well integrated, but the total number of minority group people employed by the State is surprisingly low.

An analysis of the data also raised the following questions:

1. Why do 49.5% of the departments have no employees who are members of a minority group?
2. In the 51.5% that are integrated, who do they range from one department employing one member of a minority group in Grade 30 to several departments which employ 228 minorities in Grade 3?
3. Why are there no minorities in Grades 31 through 39, and only 40 out of a total 1,203 employees in Grades 16 through 30?
4. If minorities are employed by a department, are they found in all types of jobs or only in certain types of jobs?

In its concluding statement the report commented:

The progress that has been made is commendable and it suggests that the successful integration already achieved by some departments can serve as a guidepost to others. A program must be evolved which will assure that applicants for State employment will be considered on their qualifications alone and that both applicants and present employees who are trained and educated will receive consideration for State employment consistent with their abilities regardless of race, creed, color, national origin, or ancestry. The over-all responsibility for implementing a totally integrated work force in Colorado departments of State Government rests with the department heads, the Civil Service Commission, and the Anti-Discrimination Commission, in cooperation with the more than 9,000 State civil service employees dedicated to the task of achieving a democratic way of life that knows no racial or religious barriers.

A Survey of Negro Dispersal in the Metropolitan Area of Denver

At the beginning of the fiscal year, the Commission staff decided to undertake a survey of minority group families living outside the "ghetto" areas in certain metropolitan areas of Colorado. Information concerning the location of these families is not available from any other source. The original survey was to be made only in the Denver area and in regard only to the Negro dispersal. It was envisioned, however, that in time it would be important to do the Boulder, Colorado Springs, and Pueblo areas, as well.

The general purposes of the survey are (1) to find out just how many Negro families live outside the "ghetto" in what often become very valuable sections and (2) to give a measure of confidence to those who desire to move out but fear the notoriety and possible embarrassment.

The survey was begun from a list of about fifty families known to be living away from east Denver. As these families were interviewed, and the survey became known, the list continued to grow. Now, after eighty-five interviews, it seems that there may be as many as five hundred and fifty Negro families living outside the so-called Negro community. This is an educated guess. Only the availability of the census by tracts may reveal the accurate count of households.

The survey questions have to do with why, when, and how the family moved out and what its experiences have been in doing so. The last question is the heart of the survey. The reception families have had in new neighborhoods, their reactions to whatever treatment they have received (good or bad) and the situation in which they presently find themselves are the important factors to determine in order to know how successful this "out-migration" has been for both the family and the neighborhood.

With the survey less than half finished, the following points can be safely made:

1. Many of the families living far out from the Negro area have been there a long time, sometimes up to the third generation. They originally obtained their land when it was pretty well out in the country and it was bought at low prices or at tax sales. Where it was purchased, it usually came from owners and not through real estate agencies. Only a few of the later home owners have dealt with real estate agents.
2. Families that have been 'out' show no inclination to ever move back toward the main Negro community, even where they have been offered prices for their property representing as much as 50% profit. In one area where the amount of land held is considerable and the change from rural to urban is coming fast, they can be expected to sell part of their land because of the enormous increase in taxes. Many spoke of using this money to build newer, better homes on a part of their land.
3. No consistent pattern of social life seemed to appear. Some of those interviewed were people who preferred to live to themselves and felt no need for neighborliness with people of either group. Others had found good friends and neighbors and these were identified only with their own neighborhood. Still others

had kept close ties with the main Negro community through churches, clubs, lodges, etc. In many instances, local churches and PTA's had proved to be valuable channels for identifying with the community whether the families were new there or had been there first. The most consistent social pattern was that of knowing quite a few others who were also living 'out'. These were frequently in distant locations, but there did seem to be a sort of bond between people who had taken what may be considered to be the "big step".

4. Many of the families told of having gained their determination to move out after meeting and talking to people who had already done so. Very often, however, the inspiration had come from a family in an entirely different area than the one where the family in question had located.
5. From all the interviews to date, it is evident that there has been an almost total absence of unpleasant (to say nothing of violent) behavior on the part of white residents. A few minor snubs and one case of unpleasant treatment on a school bus constitute the negative reports. On the other hand, there were a number of rather glowing accounts of neighbors going out of their way to be friendly and helpful. In a few cases, close friendship with white neighbors had developed. The bulk of the reports were just what one might expect in any neighborhood between families of the same ethnic group - just normal, friendly, but not too close, relations.

EDUCATION

Education encompasses a broad area of human activity in which change is a paramount characteristic. Opposition to change, however, is felt on all fronts. And apathy, negativism, and privation still remain as the primary barriers to effective education. Of course, education in and of itself is insufficient; for even with education, there must be a will to take advantage of that skill or information learned and to translate it into a modified action of some type and it is at this point that virtually all educational programs fall down. Yet, in spite of these problems, the Commission and its representatives have been able to secure some understanding of the State's anti-discrimination laws and their use. The extent of compliance is difficult to assess, but there is some evidence to support the fact that more employers and places of public accommodation, more labor unions, more employment agencies and more people in the housing industry are increasing their compliance with the State's anti-discrimination laws. Perhaps, the most effective educational process is one which brings together people of differing cultures and races into direct face-to-face contact. A recent survey shows that white respondents with the most favorable attitudes toward racial integration, also, had had more opportunities for getting acquainted with Negroes.

In formulating any policy in regard to the integration question, it should be borne in mind that the acceptance of racial integration need not deprive any individual of the right to choose his friends and associates; rather, it would seek to eliminate a pre-judgment of the individual's worth or qualities on the basis of race or color. Granting that conduct with other racial and ethnic groups set within an educational

framework can wield considerable influence on the individual's attitude, it would seem that a human relations' program could well begin at elementary and secondary school levels as well as on the college plane. At this point, the best possible climate for human adjustment would, in all probability, be realized.

Change in Housing Policy of College Communities

In May 1960, a drive was started by the Commission to secure the cooperation of all colleges and universities, public and private, in the State of Colorado, to establish a non-discriminatory policy for all approved housing of students off-campus.

As a minimum, such a policy would put householders renting to students on notice that there is a Fair Housing Law and that they are expected by the college to comply with this law if they wish to list at the college and be approved for student housing. It was hoped that the policy might be strong enough to go beyond the housing law (which exempts rooming houses renting to fewer than five students) and require that all housing listed and approved be non-discriminatory.

As of the end of the fiscal year, all but three colleges had accepted responsibility for such housing. These three are located in the Denver metropolitan area and one of them is a state-owned college. Another is a religious school and the third is a private university. Two other Denver area women's colleges were not asked to establish this policy since all their students are housed on campus.

Thirteen colleges and universities now have such a policy. All of the colleges in the State house students on campus without discrimination. The only exception to this is the questionable practice of a State college which leases houses on campus to fraternities and sororities which, in turn, discriminate through membership controls.

Change in Attitude of Community Toward Housing a Minority

The problem of changing neighborhoods has been witnessed by many sections of the country in the past, but the example set by the Park Hill Action Committee in Denver during the period of 1960-61 goes unsurpassed as a concerted citizen effort to face squarely and to handle the problem. At the beginning of this period, a few Negro families moved into the Park Hill area of the City and County of Denver. This area of the city, known as "Quality Hill," contains some of Denver's most impressive homes. When the first members of the minority families moved into the area, unscrupulous real estate agents began their usual tactics to start panic selling from which they hoped to reap enormous profits at the expense of human turmoil. To help offset the destructive and harmful effects of the would-be panic profiteers, the Colorado Anti-Discrimination Commission decided to lend full aid and support to the Human Relations Committee of the Park Hill Action group.

The stated purpose of the group was to find a constructive solution to problems of integration. The Park Hill Action Committee thus became an example to Denver, to the State of Colorado, and even to the nation, and to the world by their positive stand on integration, which is in harmony with the laws of the State and the ideals of the brotherhood of man.

Additional support was provided by sponsorship from all the major churches of the

area - Congregational, Methodist, Episcopal, Catholic, Lutheran, and others as they came together to combat the problem. Other committees were formed to look into the question of capital improvements, cultural activities, publicity, schools and zoning. Action activities were planned; such as, street fairs and festivals. The Committee promoted clean-up days, lawn and garden contests and home tours. There were welcome-wagon committees for newcomers and attempts were made on a block-to-block, house-to-house basis to talk to each person leaving and entering the community. This was truly building up a community spirit, which proceeded to create a stronger community bond, as well as to increase the enlightenment of the individual members of the community.

Assistance was given by the Commission to the Human Relations Committee of the Park Hill Action Committee by Assistant Director John Binkley and Field Representative Mary McLucas. Extensive participation by the staff members on committees, on education programs, and in assisting the various groups in their production and in the dissemination of literature and information took place. It would be difficult to estimate the value of the services of the professional staff of the Commission to the Park Hill Action Committee, who salvaged millions of dollars in what could have been lost in property values had the panic seekers continued unchecked. In addition to salvaging property value, a great opportunity was presented to this singular community to do a thorough educational job.

The following were set up as the targets of the Park Hill Action Committee in a three-point policy program: Proposing (1) to stem any decline in property values by education, clean-up, paint-up campaigns and other means; (2) to police zoning regulations more effectively; and (3) by an educational campaign, based on known facts, to erase the unfounded fear that a Negro family moving in means the neighborhood is going downhill. The ability by concerted action and effort by the community did much more than achieve just these target objectives. These activated citizens truly make Park Hill a better place in which to live and created a better principle of brotherhood upon which to base their everyday lives.

A recent study conducted by the Commission on Civil Rights in the State of Connecticut examined attitudes toward racial integration in Connecticut. Here, they found a high correlation between individuals who are friends and neighbors, between individuals who are members of the same organization and between individuals who attend school together. The same was true in Park Hill. As interracial contact increased, there was a more positive correlation between favorable integration attitudes.

As the panic tide was stemmed, many families who had moved from Park Hill to other outlying areas of town discovered many disadvantages in the move, and upon attempting to move back into Park Hill, discovered that their panic move had been very costly and that in attempting to return to the same house in the same area that they had left, they had to pay an increased price of from \$2,000 to \$5,000 more for the identical property. Furthermore, for those individuals who stayed, there was a greater enjoyment of a culturally-integrated community with a set of high purposes and goals.

Yet, perhaps, the greatest reward came to the churchmen who started the Park Hill Action Committee and who were able to translate their principles into a spirit of brotherhood. For their work in human relations, the Commission and staff of the Colorado Anti-Discrimination Commission point with pride to the members of the Park Hill Action Committee and their fine program. Denver's citizens

now pay tribute to what is truly "Quality - Park - Hill."

It could be said that the major purpose of an educational program is to secure a more favorable human relations climate. In accomplishing this task, as was pointed out in the preceding paragraphs, perhaps the most effective method is to allow individuals of differing racial and cultural backgrounds to get together under favorable circumstances of adjustment. This by no means exhausts the techniques available, but is, in a way, only the beginning.

There are many other requirements placed on the Commission. First of all, it is necessary to explain the purposes and requirements of the State's civil rights laws to the public. Second, it is necessary to make the individual members of the minority groups aware of the importance of their competency and what is required of them in the way of preparation to ready themselves to compete with the rest of the community in the fields of obtaining and holding a job, of using and exercising their rights in places of public accommodation, and in acquiring housing of their own choice.

To carry out these activities, the Commission engages the mass news media; including radio, television, and publicity in local newspapers; the Commission staff sets up displays, has posters printed, makes personal appearances and conducts an extensive individual counseling program. Furthermore, the Commission engages in on-the-spot interviews with management, organized labor, employment agencies, operators of public accommodations, and members of the housing industry.

In addition to these methods, the Commission, also, uses other message centers; such as, the Anti-Defamation League of B'nai B'rith, the Denver Commission on Community Relations, the Denver Urban League, the Department of Education, the Colorado branch of the American Civil Liberties Union, the National Conference of Christians and Jews, the National Association for the Advancement of Colored People, and numerous others. Through these sources, many channels of information are tapped which would be, otherwise, unavailable in the efforts of the Commission to make their programs of research, education, and regulation effective. In a sense, each professional member of cooperating agencies is like having another individual on the staff of the Commission and their cooperation and assistance is of untold value.

Of further value are those individual contributors, such as James A. Atkins, well-known newspaper and magazine author on subjects of human relations, whose volume, "Human Relations in Colorado, 1859 - 1959", was recently published. This work, completed during the fiscal year, has been widely distributed by the Commission and the State Department of Education. The text was designed primarily for use in the State's high school and college social study classes and is considered recommended reading for anyone interested in the cause of civil rights in the State. Many outstanding scholars in the area of human relations in Colorado have commented on the great value of this text in terms of its accuracy of research and interesting manner of presentation.

Interviews and Information Services

The personal interview is one of the Commission's very valuable educational techniques. Through this media, one is able to reach exactly the individual for whom

the message is intended and at the right time with just the right information for the situation. During the fiscal year 1960-61, over 117 interviews were conducted, not counting those directly involved with formal complaints. One representative contacted more than 30 motel and hotel operators, specifically on the spirit and purpose of the Colorado civil rights law governing places of public accommodation. Excellent cooperation was noted with but two exceptions. Another representative contacted the schools with equally favorable results. A third staff member made over 40 interviews in schools, motels, with people in the housing industry, in the area of employment, and in numerous miscellaneous areas. The remaining staff member concentrated his interviews in the area of private employment and with the private employment agencies. A favorable relationship was established between the Commission's representative and the Colorado Private Employment Association. Following several interviews, this Association published a Code of Ethics and included therein the statement, "to give all applicants equal consideration on the basis of their merits, regardless of race, creed, color, or national origin" Further interviews with the Director of the Association, in cooperation with the Commission, resulted in the publication of a "Guide for Employment Agencies and Applicants for Employment", in which the creed was restated on the inside cover. All operators of employment agencies who are members of the Association received a copy of the new guide at their annual meeting, along with some statements from the staff's representative. Subsequently letters and copies of the pamphlet were mailed to remaining operators of private employment agencies not members of the Association by the Commission. To date, over 600 of the guides have been distributed throughout the State.

Conferences and Workshops

One of the most valuable uses of staff time is in the conduct of conferences and workshops. Through this media, there is an opportunity to carry on an effective group work program. Individuals are trained who, in turn, will be training others. This activity increases staff capability in much the same way that a salesman increases the potential sale of his product by training other salesmen to work for him. Effectiveness in conducting conferences and workshops requires training, both in conference preparation and in workshop techniques. It, also, requires possession of necessary and valuable current information important to the special field in which the training is to be given.

During the fiscal year, the staff participated in 88 conferences and workshops. John Binkley, Assistant Director, and Ed Terrones, staff member, attended the Conference of Commissions Against Discrimination (CCAD) at St. Clair, Michigan, on June 16 and 17, 1961. From this meeting they went to the National Association of Intergroup Relations Officials' (NAIRO) board meeting in Detroit. Assistant Director Binkley also helped the Anti-Defamation League and the Adult Education Council, both of Denver, to set up a number of human relations workshops. Other staff members served numerous workshops and conferences in the Denver area. Galloway Denny performed the role of consultant in the United Automobile Workers Conference held March 24 - 26; in the United Packinghouse Workers Regional Conference Speech Week during the week of April 17; in the Committee on Political Education meeting on May 18--an assignment on civil rights subjects; and in the Young Women's Association Conference on May 9 and 10. Mary McLucas filled a similar role in many meetings; including several of those held by the Colorado Committee to Oppose Discrimination (COD), numerous meetings of Housing Unlimited Bureau (HUB), many workshops and program planning conferences of

the Adult Education Council, and in other meetings such as those of the National Conference of Jewish Women and the Denver Council of Churches. James Younce participated in many conferences, attended the Annual Workshop on Leadership Training of the Adult Education Council in Denver and was awarded a scholarship to attend the 18th Annual Race Relations Institute at Fisk University, Nashville, Tennessee, a three-week conference held during June and July, 1961.

In addition to these meetings so valuable for learning, teaching, and guidance opportunities, there were the Intergroup Meetings in which the professional staffs of the Anti-Defamation League, the Denver Commission on Human Relations, the Urban League, the Denver Branch of the American Civil Liberties Union, the National Conference of Christians and Jews, and the Anti-Discrimination Commission shared with each other the latest information in their various fields of specialization.

Values of conferences and workshops were enriched quite by accident as the U.S. Department of Labor began including the agency in the tours of foreign dignitaries, particularly those from the Latin American countries. These visits to our agency became so well-known abroad that the Department of Labor requested us to play a special role under the leadership of Director Roy Chapman and with the cultural knowledge and diplomatic training of Ed Terrones of our staff. Galloway Denny, staff member who specializes in labor problems, also rendered a valuable assist in effecting the desired intercultural exchange. That the foreign visitors received a most favorable impression of Colorado and were pleased with our administration of laws in the field of civil rights was made known to our Commission through a letter from the Labor Department praising our services in this international educational effort.

Programs and Appearances

During the year, a total of 305 programs were presented, involving appearances where a speech was made or some form of discussion was participated in by a member of the staff or Commission. These programs were in addition to the conferences and workshops. They reached a total audience in excess of 9,400 persons. A large majority of them were presented to senior high school and college students. Many others were presented to service clubs, civic clubs, religious groups, and minority group meetings.

The response from these programs and appearances was, without exception, highly favorable. Many discussion periods were prolonged far beyond the scheduled time and a great deal of free time was donated by the staff and Commission to this activity. The student cooperation and willingness to understand the school programs is a most gratifying experience to staff members.

Radio and Television

This fiscal year witnessed great strides by national television in programming material in the field of human relations. One film seen locally was the "Harvest of Shame" dealing with the migrant labor problem. There were other television movies dealing with the school integration problem in the South and many others generally portraying the struggle in this country for the recognition of civil rights. One such national TV program was followed by a local program over KOA-TV in

which, after national leaders spoke on the question of racial equality, local leaders of the area, including the Director of the Commission and members of the staff, appeared on 18 other radio and television programs around the State. Of particular interest in Southern Colorado was the programming done by James Croll on radio and television KCSJ, Pueblo. A panel, made up of George White, Commission chairman, Franklin Stewart, member of the Commission, and James Younce from the staff, together with other Pueblo personalities, presented a program on the function of the staff and the State laws. This program, according to reports received by the Commission, was well received throughout the southern part of the State. The total of 19 radio and television appearances by members of the Commission and staff mark this as the highest number of such appearances made thus far during any fiscal year. The television and radio audiences were estimated as the largest on record for this type of programming.

Newspapers

During this reporting period, thousands of inches of newspaper columns were devoted to stories dealing with human rights. A good proportion of this coverage was spent on the work of the Commission and the laws. There were stories in the Denver Post, Rocky Mountain News, Free Press, Gazette Telegraph, Trinidad Chronicle, Alamosa Valley Courier, Tribune Democrat, Lamar Daily News, Rocky Ford Daily Gazette, Durango Herald-News, Grand Junction Sentinel, Loveland Reporter Herald, Pueblo Star Journal & Chieftain, and many others. Each story dealt with some phase of the Commission's activities in the community of that particular newspaper or upon special statewide, national, or international issues. The newspapers of the State should be commended for their all-out effort in portraying an honest and accurate civil rights story to their readers.

Films and Pictur-Vision Projector

Audio-visual techniques are capable of telling a repetitive story with a minimum of attention from the staff, and many times pick up the interest of persons who would, otherwise, be more difficult to reach with the message. A few films that were frequently and widely shown in other years continued to be in some demand; for example, "Burden of Truth", "All the Way Home", and "High Wall". A new title, "The New Girl", was shown several times during the year.

The pictur-vision projector presents a sequence of twelve slides to tell the story of equal employment opportunity, showing the kinds of jobs performed and how people regardless of group identity are able to perform these jobs. The projector was shown in meetings of many types--adult education conferences, general educational sessions, at conventions, and other gatherings. Also, as in the past, it was shown in the show windows of various business establishments, in theatres, hotel lobbies, and other places where a visual display might attract attention.

Literature

During the fiscal year 1960-61, the Commission distributed over 74,300 pieces of literature. During this same period 25,662 pieces were published. The major literature distributions were as follows:

<u>Order</u>	<u>Name</u>	<u>Number</u>
1	You and Fair Housing	19,075
2	General Regulations Numbers 1 & 2 Poster - Notice	15,330
3	About Civil Rights	8,118
4	About Fair Housing	5,255
5	About Your Rights, Employment - Accommodations	3,875
6	So You Want to Buy a House	3,000
7	The High Cost of Moving	3,000
8	Civil Rights Notice for Hotels and Motels	2,065
9	Letters to Ministers, Priests, and Rabbis on Fair Housing Month	2,000
10	High Courts Uphold Fair Housing Law for Publication in Colorado Realtor	1,700
11	About Getting a Job	1,643
12	Governor's Executive Order on Fair Housing Month	1,286
13	Discrimination in Housing is Against the Law	1,020

REGULATION

The Commission is charged by law with certain regulatory powers and duties. These powers and duties provide for the Commission and staff to receive, investigate and determine the validity of complaints alleging discrimination; and to hold public hearings which may result in the issuance of cease and desist orders or in further action that can be resolved by law.

Complaints

In accordance with provisions set forth above, any person claiming to be aggrieved by a discriminatory practice in the areas of employment, public accommodations, or housing, may file a complaint with the Commission.

During the past fiscal year the Commission received 127 complaints. Of this number, 62 alleged discrimination in employment, 18 alleged discrimination by places of public accommodation, and 47 alleged housing discrimination. The Commission, also, had four complaints remaining open from the previous fiscal year. Of this number, two were in litigation and two were resolved by action of the Commission. This made a total of 131 complaints handled by the Commission during the fiscal year 1960-61. During this same period of time, the Commission acted on and closed 68 complaints. Of this number, 48 employment complaints were closed, leaving 17 open; 7 public accommodation complaints were closed, leaving 11 open; and 13 housing complaints were closed, leaving 35 open. Because of the extraordinarily high case load, twice that of the peak year 1958-59 and three times that of last year, the Commission closed at the end of the fiscal year with a total of 63 open complaints. This condition points up the problem of an under-manned and over-taxed staff. This, plus the fact that numerous difficulties were experienced in attempting to secure a quorum for Commission meetings,

accounts for the Commission's current position of entering into a new fiscal year with the highest backlog of open cases in its history.

The 127 cases received within this reporting period make a total of 360 cases since the Commission was established ten years ago. This indicates that approximately one-third of the Commission's ten-year case load was handled in one fiscal year. Of the cases received during the fiscal year 1960-61, 32 were dropped, either by the Complainant or by the Commission, for lack of sufficient evidence, bringing the total for the ten-year period to 78. Twenty-six cases were dismissed by the Commission or the Coordinator following a finding of no probable cause for crediting the allegation. This result brought cases falling within the dismissed category to a total of 147 for the decennium. Also, during the report period, 27 cases were resolved by conference and eight by formal conciliation, making a total of 35 cases resolved by conference and conciliation. A total of 87 cases were closed by conference and conciliation in the decennium.

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Although there were no hearings or no post-hearing actions during this report period, there had been 10 such proceedings in the past. The close of the report period found 34 cases pending. This was the only instance, except one, of a year in which there were cases pending at the close. In that year the number was four.

The case of Marlon D. Green vs. Continental Airlines, Inc., --in which Green, a pilot, was refused employment because he is a Negro--is still pending before the Colorado Supreme Court. The airline company claims exemption from the State FEP law because it is engaged in interstate commerce. Briefs amicus curiae have been prepared by the Justice Department of the United States and entered in the Commission's behalf. Another joint brief amici curiae was filed by the Anti-Defamation League of B'nai B'rith and the American Jewish Committee on the Commission's behalf. The Colorado Supreme Court has set the afternoon of October 23, 1961, as the time for hearing all arguments on the case.

Another case, originally filed in September of 1959, was filed under the Colorado Fair Housing Act. This case, Rhone vs. J. L. Case and Company, alleges that the respondent refused to sell a home to the complainant because he is a Negro. The Commission set the case for hearing after attempts to settle the complaint by conference, conciliation and persuasion failed. In light of evidence produced at the hearing, the Commission issued a cease and desist order and ordered the respondent to find and sell to the complainant in a comparable neighborhood housing at a price and on terms acceptable to the complainant, within a 30-day period. The respondent petitioned the court for judicial review. The lower court found in favor of the respondent, challenging the Commission's power under the law to act as it did in the case. The case is currently before the Colorado Supreme Court.

Complaints filed during the fiscal year of this report period show that nearly all persons charging discrimination because of race or color were Negro. This grouping accounted for 46 per cent of the total cases filed. Next was the group charging national origin or ancestry as the basis for discrimination. In this category, individuals identified as Spanish-American or Mexican accounted for 16 per cent of the grouping. Another group, the Oriental, accounted for approximately two per cent of the racial grouping. This made a total of 48 per cent of all cases charging discrimination on the basis of race, and 16 per cent on the basis of national origin or ancestry. No complaints were filed because of creed or sex in the housing category during this period. Complaints filed by the Commission accounted for six per cent of the total. The balance of 30 per cent of the claims filed

for such reasons as unlawful advertising, improperly worded application forms, illegal signs, etc. The ten-year averages for all complaints filed by the various groupings show Negro, 58 per cent; Spanish, 22 per cent; Oriental, 1 per cent; Jewish, 1 per cent; the Commission, 2 per cent; others, 16 per cent. For a further and more complete analysis of complaints filed by groupings, see Tables I and II which follow:

TABLE I
Complaints by Group Identity
Fiscal Year 1960-61

Group Identity	Employment	Public Accommodations	Housing	Total
Negro	37	9	13	59
Spanish-Ancestry	11	4	5	20
Oriental	0	0	2	2
Jewish	0	0	0	0
Other	14*	5	27*	46*
TOTAL	62	18	47	127

*Included under "Other" are eight complaints (two employment and six housing) filed by the Commission

TABLE II
Complaints Filed by Group Identity
Fiscal Years 1951-61

Year	Negro	Spanish Ancestry	Oriental	Jewish	Other	Total
1951-52	4	1	0	1	0	6
1952-53	6	4	0	0	0	10
1953-54	9	2	0	1	1	13
1954-55	5	7	0	0	0	12
1955-56	7	3	0	0	2	12
1956-57	10	10	0	0	3	23
1957-58	35	12	0	0	1	48
1958-59	51	8	1	0	2	62
1959-60	24	11	0	2	10	47
1960-61	59	20	2	0	46*	127
TOTAL	210	78	3	4	65	360

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Accounting for complaints by group identity is but half the story. A breakdown of cases by type of respondent can be seen in Table III which follows. An analysis of this table reveals that for the 10-year period (substituting percentages for figures) about 55% of all complaints named employers as respondents, 12% named employment agencies, 3% named unions, 13% named places of public accommodation and 17% involved the housing industry.

TABLE III
Breakdown of Complaints by Type of Respondent
Fiscal Years 1951-61

Year	Employers	Employment			Public		Total
		Agencies	Unions	Accommodations	Housing		
1951-52	3	1	2	0	-	6	
1952-53	7	2	1	0	-	10	
1953-54	12	0	1	0	-	13	
1954-55	11	0	1	0	-	12	
1955-56	8	4	0	0	-	12	
1956-57	19	3	1	0	-	23	
1957-58	25	5	0	18	-	48	
1958-59	42	12	2	6	0	62	
1959-60	20	6	1	6	14	47	
1960-61	49	11	2	18	47	127	
TOTAL	196	44	11	48	61	360	

The report year provided many varied and divergent cases of discrimination for the Commission and staff's consideration. Because of limited time and space, only a few of these cases can be abstracted for review in this report. Those presented will not name complainant or respondent, but will refer to the situation under the headings of employment, public accommodation, and housing.

Employment

One woman reported that she had felt discriminated against by her employer and co-workers because "I was picked up from work and brought to work by a Negro." She later explained that her husband was very dark-skinned, an East Indian native, who had been a citizen of this country for some time. His credentials showed him to be a dark-skinned Caucasoid of East Indian extraction. Further, he was identified as a substantial businessman who had lived in Denver most of his life. Since the woman did not wish to return to work for the employer, the Commission, after conducting a thorough investigation, instituted a personnel educational program with the employees and management of the firm. Although some employees were apathetic at first, the situation was later resolved in a management-employee, Commission meeting, which was handled by the Director to the satisfaction of all involved. After reaching an agreement on several changes and having modifications written in the employment application form, the Commission dismissed the case.

Housing

A Negro officer desired to purchase a home in a suburban community close to his work. After attempts to secure housing of his choice had failed as a result of his own effort, the officer filed a complaint with the Commission. Soon after the Commission entered the case, the builders and real estate companies entered into a contract with the complainant for the purchase of the home of his choice. Following possession and transfer of title to the property, the complainant requested that his complaint be withdrawn. The Commission granted his request and the complaint was dropped. The salesman of the property later was discharged by the real estate firm and, feeling this was a reprisal action for selling to a Negro on the part of the company, the individual filed a complaint with the Commission. Action on this complaint is still pending.

At one of its regular meetings, the Commission ruled that:

Refusal to show housing because of race, creed, color, sex, national origin, or ancestry, either in response to a telephone call or otherwise, constitutes a violation of the Colorado Fair Housing Act and is therefore prohibited.

In addition, the Coordinator was directed to prepare a statement of policy on the matter which concluded as follows:

Among other discriminatory housing practices enumerated in the law, the Commission believes that refusal to show housing to anyone because of group identity is a subtle evasion of the law and clearly unlawful. Therefore, it is now and shall continue to be the policy of the Commission to eliminate this form of discrimination by whatever remedial action it deems proper.

Places of Public Accommodation

A report from a western Colorado town charged that a barber shop refused service to a Negro customer. After receipt of the complaint, an investigation was conducted and probable cause was found for crediting the allegation. The barber entered into a conciliation agreement with the Commission in which he agreed to service all customers without regard to race, creed, color, national origin, or ancestry.

During the course of the report year, several other complaints against swimming pools were filed, alleging refusal of service based on race and color. Probable cause was found for crediting the allegations following an investigation by the staff. Conciliation agreements were entered into with the operators whereof they agreed to extend their services alike to all individuals, regardless of race, creed, color, national origin, or ancestry.

RECOMMENDATIONS AND OBSERVATIONS

An Age Qualification

A few states throughout the years have included a provision in their fair employment laws against discrimination because of age. The purpose of such a provision is to prevent the arbitrary use of an age qualification for employment unless the fact has been established that age is a factor in the performance of the duties of the job. The Colorado Fair Employment laws contain one provision relating to age; namely, that no individual between the ages of eighteen and sixty years can be discharged solely because of age. While this is a step in the right direction, it does not seem to be sufficient in the light of the accelerated pace of automation, by which the displacement of workers in the white-collar occupations and the service trades is added to the almost routine displacement of workers in the machine trades. It is recommended, therefore, that a section be added to the Fair Employment laws making age a bona fide occupational qualification only in specific factual situations, where it has proved to be a factor in the performance of the job, or is required as a pre-entry condition for long-term apprentice training or in connection with a requirement system that was established before passage of the amendment of the Anti-Discrimination Act.

A New Title for the Commission

During the 1950's most of the major forms of discrimination within Colorado came increasingly under statutory bans. The new laws reflect the desire of a majority of the citizens of the State to eliminate certain inequalities in the treatment of some of their fellow-citizens because of race, creed, color, national origin and ancestry. These laws, when added to anti-discrimination legislation enacted earlier, cover certain very important civil rights.

This fact is not generally recognized, however, since the title of the State's major civil rights act and the title of the body created to enforce the act are negative. They reflect nothing of the cherished goal of freedom and equality glowingly set forth in the Bill of Rights. Nor is there a suggestion of the recent demands for basic rights that are a result of the advances of a dynamic society which becomes more complex with each passing year. The right of the worker discarded by improvement of the technological processes to retraining and subsistence is an expression of equality of opportunity and is just as important as the right to citizenship and its privileges and the right to freedom of religion and of speech.

Hence, the term "anti-discrimination" with its negative implications should be replaced by the term which is rich in the tradition of the American dream and which expresses aptly the ideal of all the freedoms. It is recommended that the Colorado Anti-Discrimination Commission be renamed the Colorado Civil Rights Commission.

Observations

Colorado continues to make progress in its efforts to establish first-class citizenship for all its citizens, regardless of race, creed, color, national origin and even sex, in some instances. Employers, employees, and labor unions continue

to increase in knowledge of and in voluntary compliance with the Fair Employment Practices Law. Increasingly, proprietors of places of public accommodation show a willingness to cooperate with the spirit of the public accommodations phase of the Anti-Discrimination Act. And the real estate industry is beginning to realize the significance of "equal opportunity for all" in housing in maintaining our constitutional freedoms and in making our nation one and indivisible.

The success of the Anti-Discrimination Commission, in achieving a general advance on an ever-widening social front, is due to the cooperation of many forces-- the Governor, members of the General Assembly, State officials, the public press and countless private citizens who cherish their American heritage and are determined to make it the heritage of all. We extend our sincere thanks to all of them.

A New Title for the Commission

During the 1950's years of the anti-discrimination movement within Colorado came a time when the public accommodations phase of the anti-discrimination movement was particularly active. It is this phase of the movement which is the focus of the present report. The report is a study of the public accommodations phase of the anti-discrimination movement in Colorado. It is a study of the public accommodations phase of the anti-discrimination movement in Colorado. It is a study of the public accommodations phase of the anti-discrimination movement in Colorado.

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Conclusion

Colorado continues to make progress in the effort to establish fair-class discrimination for all its citizens regardless of race, creed, color, national origin and even sex, in some instances. Employers, employees, and labor unions continue to make progress in the effort to establish fair-class discrimination for all its citizens regardless of race, creed, color, national origin and even sex, in some instances.

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