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WAR DEPARTMENT
WASHINGTON, D.C.

15 MAY 1947

MEMORANDUM FOR THE CHIEF'S OFFICE OF CIVIL RIGHTS

SUBJECT: War Department Policies and Practices Related to Civil Rights

This memorandum is in reply to your letter of 14 April 1947 and is based upon an outline submitted by you with the letter. A copy of the letter and outline is attached as Tab A. You will note that some of the information included herein is classified as ENCINALED by the War Department. It should not be published or communicated to anyone except for official purposes, restrictions which I am certain you will observe.

The practices and policies discussed below apply to all branches of the Army. The paragraph notation used is the same as you have used in your outline, Tab A.

1. Military personnel possess the same civil rights as civilians; however, the exercising of such civil rights may be incompatible with their military status. Thus, a soldier has the right to vote and to become a candidate for public office, as permitted by Army regulations (see 6, AR 600-10, 9 July 1944, Tab B). However, this right may be suspended by the soldier's necessary absence from his place of residence by reason of his military duties.

Insofar as rights of property are concerned, soldiers are, by the law of the land, entitled to due process of law as provided in the Fifth Amendment, with respect to Federal action, and in the Fourteenth Amendment, with respect to action by State governments. However, where charged with an offense, a soldier is not entitled to the constitutional guarantees of indictment by Grand Jury (6th Amendment) or trial by Petit Jury (6th Amendment), but is subject to trial by court-martial constituted pursuant to statute enacted under powers conferred by Article I, Section 6, Clause 24 of the Constitution.

Army Regulations 600-10, 9 July 1944, Tab B, set forth the principal differences, with respect to civil rights of military personnel as distinguished from civilians.

Concerning courts-martial, an Advisory Committee on Military Justice was appointed in March 1946 to study the Army courts-martial system. It was composed of members nominated by the American Bar Association and was headed by

Mr. Arthur T. Vandervall, Newark, N.J., as chairman. The committee's report is attached as Tab C. Based on the recommendations of the committee, the War Department has supported legislation to revise the Army courts-martial system,
Other means available to protect the rights of military personnel exist in a Discharge Review Board and a Disability Review Board which were set up by Sections 301 and 503, Public Law 366, 79th Congress (Tab J) as amended by Public Law 308, 79th Congress (Tab K). These boards review at top War Department level appeals from personnel regarding the nature of their discharges from the service or regarding their eligibility for physical disability retirement benefits. Another board in the Office of the Under Secretary, known as the War Department Clemency Board and headed by former Justice Owen J. Roberts, has reviewed court-martial sentences for severity and has reduced them in many cases. Still another board, The Secretary of War's Board on correction of Military Records (Tab N) has been established to conduct hearings with a view to correcting errors or to removing injustices by correction of errors in military records. Both boards operate at top War Department level making recommendations to the Secretary of War.

2. The policy of the War Department pertaining to the protection of personnel of the Armed Forces from violence is contained in official Field Manuals 15–5, Military Police, and 15–10, Military Police in Towns and Cities. Tab I is the pertinent extract from FM 15–10; FM 15–5 contains a similar paragraph.

Neither the Provost Marshal General nor the Air Provost Marshal has any record of incidents of violence committed against military personnel in uniform who are members of racial minorities. Several instances have occurred in which negro soldiers traveling on public carriers in the South refused to move to segregated cars and were required by the representatives of the carrier or by the civil authorities to get off or be removed from the carrier. In some of these instances an apparent threat of violence existed; however, there is no record of actual resort to violence. War Department policy regarding racial separation on public carriers is contained in a letter of 11 February 1947 (Tab J). It should be noted that incidents of violence may have occurred in the field which were not reported to the War Department; normally information on matters of this nature is received only when action by the War Department is required.

30. Recruitment of Negroes

Prior to World War I Negroes were recruited during peacetime, to fill existing vacancies in four Negro regiments (2 Infantry and 2 Cavalry), such units having been authorized by Congress as part of the reorganized Regular Army following the Civil War. Requirements for enlistment or re-enlistment were similar to those of other eligible for like units.

During World War I Negroes were inducted for additional units comprising a Division, 2 Infantry regiments and activated service units.

Between World War I and II recruitment was resumed for vacancies in the 36th, 38th Infantry regiments, seven negro service and school detachments.
and one Quartermaster company. Policy adopted in April 1937 authorized that in
the event of a national emergency, Negroes maintained in the Army would approxi-
mate 9% of the total mobilized strength at all times. This percentage of in-
duction was reformed in February 1938.

During World War II Negroes were inducted on a split-call basis, in mem-
bers supplied by the War Department, based upon the requirements of activated
Negro units. On January 15, 1943, enrollment of Negroes was limited to those
cases only in which the enlistment was obviously to the best interest of the
service. This policy was adopted because of the critical billeting shortage.

Post war recruiting, until March 1945, was in accordance with policies
pertaining to other eligibles. In March 1946, a minimum mental standard equiva-
 lent to a score of 70 on the Army General Classification Test was established
for white and Negro alike. By July 1946, the Negro enlisted strength of the
Regular Army had advanced to over 16%. 17 July 1946, an upward revision of
the minimum mental standard for Negroes was made equivalent to an Army General
Classification score of 99 plus authorization for reenlistment of Negroes with
certain specialties (Tab E). This policy is effective at the present time.

Volunteer women were accepted for enlistment in the Women's Army Corps
in accordance with policy applicable to all other eligibles. They may cur-
rently receive the service in accordance with existing policy. No new enlist-
ments have been made in the Women's Army Corps since the end of hostilities.

Army nurses, white and Negro, were accepted upon application, for service
during the past war on equal basis in accordance with individual qualifications
and the need thereafter. This policy will be continued during the post war period.

National Guard units of the various states, prior to World War II, recruited
and assigned personnel in accordance with policies adopted by the various states
concerned. Assignment was generally to separate Negro units. Post war policy
pertaining to assignment of Negroes in the National Guard units of the various
states is in accordance with existing policy for the post war Army (Tab F).

b. Training of Negro Troops

War Department policy has been and continues to be to train all in-
dividuals and units to such a degree of efficiency that they can effectively per-
form their mission, in war and in peace. Training policies do not differentiate
between the races of troops; opportunities, requirements, and standards are the
same for all. In order to achieve the desired efficiency of units where the
average AGC was lower than the Army average, the policy of assigning 95% addi-
tional officers was adopted in 1937. Training was authorized in specified
combat and service units.

c. Rank of Negro men

During World War I Negro officers served in ranks up to and including
Colonel. Advancement in rank of Negro officers within Negro organizations was
consistent with that of other officers. The small number of officers in the

Regular Army at the approach of World War II were subject to promotion to advancement in accordance with policies affecting all personnel at the time. National Guard officers were, when otherwise qualified, inducted into Federal service in the rank achieved within their various units. Reserve officers were ordered to active duty in their Reserve rank. In January 1944 the promotion of Negro officers was in accordance with War Department regulations existing at that time except that position vacancies were created for qualified personnel by the transfer of white officers.

Post war policy on promotion obtains equally for qualified Negro officers and qualified white officers. Statistics pertaining to the rank, number, and percentage of officers and noncommissioned officers in the Army in June 1946 and February 1947 are as listed in enclosure, (Tab III).

2. Service and Assignment of Negroes

In the assignment and service of all Army troops, the War Department has maintained only a concern as to the securing the most efficient usage. Provocative policies provided for the assignment of Negro personnel for service in separate Negro units. Policy adopted in 1921 authorized service, in the event of complete mobilization, in equal proportions in combat and non-combat organizations. Authorized units were Infantry, Field Artillery, Coast Artillery, Cavalry regiments, Engineer battalions, Engineerbridge trains, Engineer general service regiments, Quartermaster service battalions, motor transport companies, wagon trains, and stores depots. This policy was reemphasized, with the addition of Ordnance companies and War Department overhead in April 1937, and again in 1938. Post war policy promulgated in War Department Circular No. 194, 1946 (Tab III) prohibits Negro units, companies, battalions, or regiments, as organic parts of larger white units.

During World War II Negroes were assigned for service in each major branch of the Army, combat as well as non-combat. In 1943 Negroes were given aviation vacancies, and flight training for assignment to Negro aviation units, (Tab IV).}

3. Use of Facilities

War Department policy adopted in December 1943 pertaining to the use of officers' clubs, messes, or similar organizations on a military reservation was as promulgated in Army Regulation 210-10 permitting membership therein to all officers on duty at the post, provided such organizations were not in the private quarters of an officer. This policy is still in effect. The use of recreational facilities, including service clubs, theatres, and post exchanges prior to 1946 was left to the discretion of the local commanders, subject to normal control of higher headquarters. Policy adopted on 10 March 1945 prohibited the designation of recreational facilities for any particular race while permitting the allocation of such facilities, organizations in whole or in part, permanently or on rotation basis provided equal opportunities for usage was granted to all personnel, (Tab V). On 8 July 1946 a policy was adopted which would permit the use of recreational facilities on a post to any personnel located therein. This policy is in effect for the post war Army.

4. Effects in Indeterminate Officers

The War Department through the medium of pamphlets, memoranda, films
and orientation discussion has made extensive efforts to create tolerance and acceptance of minority troops in order to facilitate maximum military efficiency. Negro troops represent the largest minority group in the Army, however, efforts toward creation of tolerance have not been directed solely toward that group.

Army Service Forces Manual 1-8, "Leadership and the Negro Soldier" (Tab U), published in October 1944, provides a course of instruction in officers' schools on the Negro soldier. Among its presentations are Negro soldier's background—educational and historical, his vocational experience and adjustment to the Army.

War Department Pamphlet 20-6, "Command of Negro Troops" (Tab E) published in February 1944, gives information designed to increase an officer's understanding of Negro soldiers to effect harmonious relations and maximum utilization.

Film and orientation lectures available for enlisted personnel as discussed in the following paragraph are intended for officers' indoctrination.

b. Efforts to Induce Tolerance

War Department films, "The Negro Soldier," "Teamwork," "Don't Be a Sucker," and "How Do We Defend Our Flag," have been given Army-wide distribution. Each film was produced to further tolerance within the Army.

Information and Education Pamphlets have been frequently published by the Information and Education Division of the War Department Special Staff or its field branches in an effort to provide information furthering unity and cooperation within the Army. Fighting Facts, a series of pamphlets published and disseminated in the Pacific Command included "The Negro in America" (May 1946) and "Divided We Fall" (December 1946). Each provided discussion of orientation, hours of material aimed toward creation of tolerance.

Recently the Information and Education Division published in its "Army Talks" series, Talk No. 170 (Tab H). Designed to develop a better understanding, through discussion of the Negro soldier, Army Talk No. 170 was preceded by a War Department Army Talk No. 78, 6 May 1945, "Prejudice—Block to Progress," (Tab D). A War Department Circular No. 76 directs indoctrination of personnel through the establishment of a course of instruction based on Army Talk No. 170 (Tab H).

c. Special Efforts to Handle Interracial or Close-Working Units

The War Department has made no policy on special efforts to handle such units in the past. White officers assigned to Negro units were carefully chosen both for their military qualifications and experience in handling Negro troops. Officers assigned for combat duty with the integrated platoons in Europe were oriented for their assignment by training with the individuals of the platoon prior to their assignment as replacements.
Home for the Pres Coste on Civil Rights
Subj: WD Policies and Practices Related to Civil Rights

4. Status Situations in the Forces

Efforts have been made to combat possible friction among military personnel by frequent inspections by the office of the Inspector General to maintain adherence to War Department policies concerning use of facilities. Every instance of disturbance was investigated and where necessary, War Department memoranda disseminated to prevent its recurrence. It is currently the policy of the War Department to permit personnel to express their grievances to an inspector general available on every post. These reports are utilized to determine corrective action prior to the advent of a disturbance.

5. Civilians

Through conferences with Chambers of Commerce, Chiefs of Police, religious and civic organizations, the War Department has attempted to create tolerance and acceptance of minority groups. Cooperation of individual civil leaders has been sought. USC activities with a maximum of civilian participation have been encouraged.

6a. Recruitment of Negro Personnel

Existing policy pertaining to Negro personnel is contained in WD Circular No. 186 (Tab B). Negro personnel are recruited to comprise a ratio within the Army equivalent to that which exists within the civilian population (1 to 15). The existing ratio is approximately 15% of the authorized strength of the Regular Army and 15% of the authorized strength. Recruiting is now confined to Negroes of high learning ability, or with proficiency in one of 40 occupational specialties listed in Tab X. This action is deemed necessary to decrease Negro personnel in unsatisfactory fields.

6b. Training of Negro Troops

Training of Negro troops in separate regiments, battalions, squadrons, and companies is in accordance with requirements of other similar units. Not all units are supplied with the authorized officer overstrength at this time because of the shortage of officers. A composite unit has been formed in Japan where Negro Artillery, Infantry, Quartermaster, and Medical units are receiving training as organic parts of a white infantry division.

6c. Rank of Negro Men

Negro officers are eligible for promotion and professional advancement in accordance with policy existing for all other personnel. They are eligible and have been integrated into the Regular Army in competition with other eligible officers now on active duty, holding rank from 2d lieutenant to Brigadier General.

6d. Service and Assignment of Negroes

Negroes are assigned for service in all the major arms and services of the Army and are serving in the European Theater, Alaskan Department, Caribbean Defense Command, Far East Command, Mediterranean Theater and Pacific Command.
House for the Pres Quota on Civil Rights
Sub.j: VD Policies and Practices Related to Civil Rights

4. Use of Facilities

Negro troops are permitted the use of any recreational facilities in a post in accordance with existing regulations. The allotment of theaters and exchanges to designated units does not prevent the attendance of individuals at any other similar facility located on the post.

6. Present bills pending in Congress bearing on civil rights in the armed forces are in general limited to bills designed to revise the court-martial system. The following bills have been introduced in the present Congress:

- H.R. 2154
- H.R. 2376
- H.R. 1123
- S. 903
- S. 965

The Legal Sub-committee of the Armed Services Committee of the House has, it is understood, recently completed its hearings on H.R. 2376.

As to court cases growing out of Army policies on civil rights, while numerous habeas corpus cases have been filed since the beginning of the war asserting the invalidity of court-martial convictions, it is not believed that a citation of these cases would be helpful. The principal cases dealing with civil rights as such, involving alleged racial discrimination, are James v. Missouri (140 F. 2d. 397 (8th Cir.) cert. denied, 320 U.S. 766, rehanging denied, 320 U.S. 817), and Stewart v. Patterson, now pending in the United States District Court, Eastern District of Pennsylvania. The case of Bailey v. Patterson, United States District Court, District of Columbia, was dismissed by stipulation; there was no opinion of the court. Mr. Brent K. Boy, Civilian Aide to the Secretary of War, is the best source of information as to the nature of these various law suits.

7. It is not possible at this time to forecast the effects of unification of the armed forces upon this subject. It is probable that gradual changes will be affected throughout the three services to achieve eventual uniformity except where special circumstances require differences of policy. The various board reports attached as tabs to this memorandum offer guidance for future policy formulation.

8. The Army Regulations pertaining to the employment of troops in aid of the civil authorities are AR 500-60, dated 17 July 1942, copy of which is attached as (Tab IV). These regulations contain the legal authority for the various types of intervention, and the procedures to be followed. Authority and procedures for the use of Federal troops in the protection of national defense material, premises, and utilities are contained in War Department Memorandum 500-85-1, dated 28 October 1946, (Tab IV). Detailed procedures and techniques for the use of troops in domestic disturbances are contained in War Department Field Manual 19-3, dated 30 July 1948, as amended by Changes No. 1, dated 28 January 1948 (Tab II). It will be noted that the restricted classification was removed from this manual, as amended, by Section 1,
W Circular 48, 1947. Short summaries of several instances in which Federal troops were employed during the past several years are attached as (Tab I). Tab II contains the Executive Order authorizing the use of Federal troops to protect certain national-defense material, premises, and utilities from injury or destruction.

9. Policies specifically concerning other racial minority groups have been very few and of minor importance. Those personnel have all served as members of the Army with distinction, both as individuals and in special units when such units were desirable. It is not necessary to elaborate on the work done by outstanding black battalions in the Mediterranean Theater. Other groups have served equally well. During the period of active hostilities, assignment policies were adopted to keep soldiers of Japanese or Chinese ancestry free from general service in front line combat areas in the Pacific where they might become victims of mistaken identity. Their civil rights, and those of other minority groups, were maintained on equal terms with all military personnel.

[Signature]
Secretary of War

Incl.
Tabs A thru Z