

HALIFAX HUMAN RIGHTS ADVISORY COMMITTEE

Incomplete Compilation

of

**Minutes, Correspondence,
and
Related Documents**

pertaining

to

AFRICVILLE (HALIFAX), NOVA SCOTIA

submitted by

**Donald F. Maclean
5787 Ogilvie Street
Halifax, Nova Scotia
Canada
B3H 1C3**

HALIFAX HUMAN RIGHTS ADVISORY COMMITTEE

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20. Memorandum to Halifax Advisory Committee on Human Rights from A. Alan Borovoy, ? ca. Autumn 1963, and Draft Brief for Presentation to the Halifax City Council
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66. H. A. J. Wedderburn to F. R. MacKinnon, May 3, 1967
67. H. A. J. Wedderburn to Mr. Justice L. D. Currie, November 1966.
68. P. J. MacDonald to Sub-Committee of Council on Africville and The Human Rights Advisory Committee, November 1, 1966

69. "Africville and the Bobbitt Factor"
Atlantic Canada Frank, June 6, 1995
70. "Stokely Carmichael practised what he preached"
The Mail-Star, November 26, 1998
71. "Africville: The passion still burns"
The Globe and Mail, January 8, 1999
72. "On Consecrated Ground"
The Mail-Star, January 12, 1999
73. "In the heart of Africville"
The Mail-Star, January 16, 1999
74. Verbatim Transcript of A Taperecorded Interview
Conducted by Scott Roxborough, with Donald F.
Maclean, June 5, 1995
75. "Africville Genealogy Society" by Robert J. Britton,
Director, Social Planning, City of Halifax,
October 28, 1994
76. "Interview with Fred Brodie by Donald F. Maclean, Jan. 15, 1970
77. "Letter from E.B. Grant, Development officer to George Davis,
Secretary of Africville Committee" NOV. 21, 1962
78. "The Counterattack on Die Hard Racism" David Lewis Stein,
Maclean's, Oct. 20, 1962.
79. "The real unromanticized Africville" letter to Atlantic Canada Frank,
August 18, 1992
80. "Africa can't blame present ills on past slavery" The Mail Star,
January 31, 2001
81. "Ottawa hasn't ruled out Africville compensation" Chronicle
Herald, April 2, 2004
82. "City won't attend Africville meeting" Daily News, April, 2004
83. "A Peek at Africville deal details" Mail Star, May 1, 2004
84. "Halifax mayor seeks ^{on} compensation for Africville" Chronicle Herald
July 26, 2004

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June 1995

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Minutes of Meetings

1. September 21, 1962
2. November 15, 1962
3. Statement concerning meeting, November 26, 1962
4. December 6, 1962
5. January 6, 1963
6. February 13, 1963
7. February 21, 1963
8. April 2, 1963
9. April 25, 1963
10. May 15, 1963
11. August 29, 1963
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21. January 19, 1965
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30. August 23, 1966
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32. January 23, 1967
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TORONTO AND DISTRICT

1.
TELEPHONE: WALNUT 1-5861

LABOUR COMMITTEE FOR HUMAN RIGHTS

SPONSORED BY TORONTO AND DISTRICT LABOUR COUNCIL (CLC)



CHAIRMAN EMMON PARR
CHAIRMAN HARRY SIMON
TREASURER GORDON MILLING

EXECUTIVE SECRETARY:
A. ALAN BOROVVOY

11 1/2 SPADINA ROAD
TORONTO 4, ONT.

October 30, 1962.

Mr. Lloyd Shaw,
L. E. Shaw Ltd.,
7 1/2 Bedford Row,
Halifax, Nova Scotia

2061-1 AON

Dear Mr. Shaw:

It has been some time since I have heard from my good friends in Halifax. In about a week's time, I am scheduled to appear on a television program to discuss the Halifax situation. Unfortunately, I have very little information with which to reply.

Would you be good enough, please, to write me as soon as possible and let me know in detail what is happening? I see things periodically in the newspapers that make me think there is activity. But none of my friends have informed me of it. Have any briefs been presented on Africville or on government education regarding human rights legislation? I would be very grateful if you sent to me a detailed report on activities in Halifax: all briefs which have been presented, the official and unofficial replies to the briefs, all newspaper publicity in connection with them, and all the behind the scenes manoeuvring and discussions. Please understand that I need this information immediately. I have to discuss the problem on a television program and you will understand my fear about being so factually undernourished.

What is your reaction to the Maclean's article? Please let me hear from you right away.

Sincerely,

A. Alan Borovoy,
Executive Secretary.

AAE/eh

From: Lloyd R. Shaw

2

P. O. Box 996
Halifax, Nova Scotia
November 1, 1962

Mr. A. Alan Borovoy, Executive Secretary
Labour Committee for Human Rights
11½ Spadina Road
Toronto 4, Ontario

Dear Al:

Thank you for your letter of October 30, 1962. Since Don Maclean is Secretary of the Halifax Committee and is in closer touch with the various developments than I am, I have asked him to write you immediately so that you will have the material for your television programme.

The Committee has held several meetings, including a stormy one last week at Africville. It is now busy preparing for a special meeting next Wednesday evening with City Council. The Committee has been strengthened by the addition of one of the city's leading barristers, Mr. Ian M. MacKeigan, who is also President of the Halifax Welfare Council.

I think the Maclean's article was excellent. The local reaction to it, on the whole, has been good.

All the best.

Yours sincerely,


Lloyd R. Shaw

lrs/jt
cc. Donald Maclean

5787 Ogilvie St.
Halifax, N. S.
November 2, 1962

A COPY

Mr. A. Alan Borovoy
Executive Secretary
Labour Committee for Human Rights
11½ Spadina Road
Toronto 4, Ontario

Dear Mr. Vorovoy:

I have received today a copy of Mr. Lloyd R. Shaw's letter of November 1, written in reply to your letter of October 30.

I believe that my wife has forwarded to you newspaper clippings pertaining to Africville and has indicated that efforts are moving forward in several ways.

I do not know if anyone has mentioned to you our Committee's recent discovery that the City of Halifax had expropriated, as early as 1957, about half the land area of Africville. Our impression, after attending a meeting at Africville, is that few of the people dwelling in the expropriated area have been aware of the City's action. Our Committee is interested now in trying to indicate what may best be done to assure that residents have full knowledge of their rights and that they receive assistance in asserting them.

The City Council has invited the Committee (and some others) to meet with it for the purpose of discussing the Council's recent decision to expropriate the remainder of Africville.

The reception of the Maclean's article was mixed (which was to be expected). I think personally that most of the material was accurate, although one might well have received from it the impression that Halifax is the last remaining community in the nation to manifest racial discrimination. For the sake of the nation, I wish that this were true!

With best regards,

Donald F. Maclean
Donald F. Maclean

5787 Ogilvie St.
Halifax, N. S.
December 17, 1962

A Copy

Mr. Robert Grant
Development Officer
City of Halifax
City Hall
Halifax, N. S.

Dear Mr. Grant:

The Halifax Advisory Committee on Human Rights appreciates your offer to provide written comments in reply to the following statements and questions discussed at the recent meeting of the Committee which you attended:

1. The \$500 proposed as compensation, to persons who do not have clear titles, is inadequate; this amount would not make possible the acquisition of alternate accommodation.
2. Africville residents do not want to become, in effect, permanent "welfare cases".
3. Africville residents want to continue to live near a church building of their own.
4. Africville residents want clarification of the City's stated view that the City's principal reason for deciding to expropriate Africville is to remove sub-standard dwellings, and want to know to what extent a desire to obtain Africville for industrial use was a factor in the City's decision.
5. The City has indicated that Africville has no designated boundaries. What are the boundaries of Africville as an electoral polling district?
6. Why are lands for prospective industrial use not deemed to be high in value?

7. What City service is received in return for taxes paid on Africville properties?
8. Who were the Africville residents who received building or alteration permits in the period immediately prior to 1950.
9. Why are assessed values not regarded by the courts as a basis for compensation upon expropriation?
10. What is the minimum rent paid in city-owned multiple-housing developments?
11. Is all of the land area of Africville designated for industrial purposes? If not, could Africville residents be relocated on land in the vicinity of Africville?
12. Will special provision be made for the accommodation of unemployable widows and pensioners who are unable to pay the full amount of minimum rents?
13. Will the City include, in the terms of expropriation, a clause to the effect that if expropriated lands are not sold for industrial use by a specified date, the people from whom they were expropriated will retain a right to reacquire the land for an amount not greater than the amount for which they were expropriated?
14. Would it be feasible to organize a co-operative housing project on land in the vicinity of Africville?

Please be assured that your continuing interest in the Halifax Advisory Committee on Human Rights is very much appreciated.

Yours sincerely


Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights

OFFICE OF
Secretary



Oxford at Pepperell
HALIFAX, N.S.

January 9, 1963

Mrs. Frances R. MacLean,
5787 Ogilvie St.,
Halifax, N. S.

Dear Mrs. MacLean:

I am writing to advise you that the Board of Governors of the Shaar Shalom Synagogue has unanimously approved the Draft Brief to be sent to the Prime Minister of Canada by the Halifax Advisory Committee on Human Rights, and wishes to have its name signed to the Brief.

This decision has been recorded in the minutes of the Board meeting held on January 7, 1963.

Yours truly,

Mrs. M. Forman
Secretary

/sf



HALIFAX, N. S.
January 15, 1963

Mr. Donald Maclean,
Dalhousie Institute of Public Affairs,
Halifax, Nova Scotia

Dear Mr. Maclean:

Enclosed are the notes which I made on the names Campbell Road and Africville. As you will see, both names seem to have been used for the district in 1860.

I hope this information will be of assistance to the Human Rights Committee.

Sincerely,

Phyllis R. Blakeley
(Miss) Phyllis R. Blakeley,
Assistant Archivist

pb



HALIFAX, N. S.

CAMPBELL ROAD was named in August 1838 after Lieutenant-Governor Sir Colin Campbell who had improved the roads leading to Halifax, making it much easier for farmers to come to market. Sir Colin was Lieutenant-Governor of Nova Scotia from 1834 to 1840, and he had served in the wars in Spain and Portugal and had been one of the Duke of Wellington's generals at the Battle of Waterloo. (NOVASCOTIAN August 23, 1838 p. 266)

In a petition to the House of Assembly of Nova Scotia dated March 22ⁿ, 1860 for help in starting a school, the petition was from "Nine Families of Colour, residing on the Campbell Road, West of the Rail Road Terminus". The families are Brown (three of them), Dixon (2 of them), Grant, Cavary, Ballery?, Best? (PANS ASSEMBLY PETITIONS: EDUCATION: 1860)

Yet in the same year in a petition of William Brown dated March 31, 1860 to the House of Assembly of Nova Scotia regarding his land having been taken by the railway without adequate compensation, he begins: "That your petitioner is the owner of a lot of land situate at Africville in the City of Halifax...." (PANS Vertical MSS file Africville). The Nova Scotia Railway was begun at Richmond in 1854.

The Africville School is listed for the first time in the report of the Halifax School Commissioners for 1883 (page 15). This says "The residents of Africville, a settlement of colored people in the extreme north of the city, having petitioned the Board for school privileges, a school was opened on the 1st March...." (page 11)

Africville is not marked on Church's Map of Halifax in 1865; nor on Hopkins' Atlas of Halifax in 1879. But districts in Halifax were seldom marked on the maps, Richmond, Schmidville, Irishtown, the North End, the West End etc do not appear, although they are often referred to.

January 22, 1963

Mr. Donald F. Maclean,
Secretary,
Halifax Advisory Committee
on Human Rights
5787 Ogilvie Street,
Halifax, N. S.

Dear Mr. Maclean,

I must apologize for the extremely long delay in dealing with your letter of December 17, 1962. However, as I explained during our recent telephone conversation, we have been very busy in recent weeks.

I will attempt to deal with your questions in the order they are presented. My written answers will of necessity be much shorter than the verbal replies which I was able to give at our last meeting. I hope, that the replies will be of use to you.

- 1. The \$500 proposed as compensation, to persons who do not have clear titles, is inadequate; this amount would not make possible the acquisition of alternate accommodation.

An expropriating authority is required to compensate an owner on the value of the property taken. The law does not require that the expropriating authority provide sufficient compensation to re-house the displaced person. After all, that person might choose to re-locate in much more expensive accommodation. The expropriating authority could not, therefore, be expected to accept responsibility for this.

The proposal to pay \$500.00 to persons with an apparent ownership, but no legal claim of any sort would be a gratuitous gesture on the part of the City. Strictly speaking the City could expropriate the lands where title is in doubt, and wait for the owners to prove that compensation was due them. The persons who we have suggested should receive \$500.00 would not, in this case, be able to justify any claim for any compensation.

I do not think it was the intention that the City would accept the responsibility to re-house all families in the Africville area in new homes of their own. As pointed out in our discussions and in previous talks to your group, subsidization of home ownership is almost impossible to justify.

The proposal to pay \$500.00 was, in fact, a proposal to pay some compensation to those who would have no legal claim against the City if their land was expropriated. The question of whether \$500.00 is an adequate payment is, of course, debateable, but I do not see where it would be possible to use the cost of alternative accommodation as a basis for measuring the amount of a gratuitous payment.

2. Africville residents do not want to become, in effect, permanent "welfare cases."

I think I am quite safe in saying that no-one would like to see Africville residents become permanent "welfare cases."

The City's proposal for relocating residents of Africville, contemplates that all families would be offered accommodation in one of the public housing projects. Many of the families offered this accommodation might choose not to accept it. This, of course, is perfectly within their rights.

The families that do accept accommodation in public housing units would be required to pay rents in accordance with their ability to pay. The ability to pay is determined by their gross family income, which is considered to include the income of the head of the family, a working wife, up to \$75.00 per month of the resident children under 25 and all of the income of resident children over 25. The family would be required to pay approximately 20% to 21% of this gross family income as monthly rent. If services, such as heat and hot water are provided to the tenants, the tenants would, of course, be required to pay their fair share of this.

The minimum rental chargeable in Mulgrave Park ranges from \$24.00 to \$32.00 per month, depending upon the size of the family, for shelter. To this must be added the cost of the services provided, which at this level of rental would run about \$12.00 per month.

Unemployed families, or families with incomes below that which will permit the minimum rental payment may be eligible for welfare assistance in meeting their rents. It is hoped that most families requiring welfare would require it on a temporary basis. Inevitably a few families may find themselves on continuous welfare but it would be hoped that the improved housing would permit families to better their job opportunities.

It has been noted throughout the country that average rentals within public housing projects increase by about \$1.50 per unit per month, each year and this of course is a reflection of the increased average earning powers of the families.

3. Africville residents want to continue to live near a church building of their own.

If the church property is acquired by the City, the City would be required to pay compensation for it. The congregation would, therefore, have an amount of money available to it for the replacement of the building.

The City's position is that the families from the Africville area will be offered housing units within the various City-owned projects. It was proposed during our last meeting that possibly a special subsidized rental project could be built for the residents of Africville. It was pointed out that there were financial reasons why this would be almost impossible.

Public housing units are built in partnership with the Federal and Provincial Governments. The housing units cost from \$12,000 to \$14,000 each and require an average rental of between \$85.00 and \$90.00 per unit per month to break even. The Partnership agrees to subsidize these units to the extent of \$25.00 to \$30.00 per unit per month but the balance of the costs of operations must be met by the tenants.

The tenants in any project would be required to pay an average of \$55.00 to \$60.00 per month with the lower income tenants paying less and the higher income tenants paying more. It is doubtful if the Africville group could manage these average rentals. It seems likely that they would have to depend upon other groups of wage earners within the City to insure that the average rental is met.

From what I have been told, it seems unlikely that all the residents of Africville would be able to establish a complete new community on a home ownership basis within the City. Some residents may, in fact, be willing and able to obtain new homes of their own, others may wish to take advantage of the City's offer of alternative accommodation in public housing projects.

It seems very unlikely that it would be possible to re-establish a church for the exclusive use and within the immediate area of relocation of Africville residents. Inevitably, there will be some movement of families to different locations. The congregation should, however, have funds available to it to assist in the provision of a new church if they so desire.

4. Africville residents want clarification of the City's stated view that the City's principal reason for deciding to expropriate Africville is to remove sub-standard dwellings, and want to know to what extent a desire to obtain Africville for industrial use was a factor in the City's decision.

I gather from this question that there may be a feeling among some residents of Africville that the principal reason for acquiring the area is to permit the City to promote industrial development.

u The principal reason for the proposed action in the Africville area is to remove the substandard dwellings. I think most members of your Committee will agree that almost all of the occupied buildings in the area are at variance with the standards of occupancy established for the City. The dwellings could be ordered vacated or removed under one or the other of several statutes and ordinances. If Africville were not unique in terms of its history, it is quite probable that this would have been done already and the families required to find new housing on their own.

If City action were taken to remove the properties, the City might well take the position that it was the owners responsibility to realize what they could from the disposal of their land. Because of the uncertainty of title,

it is doubtful whether many people would be interested in acquiring these lands. The owners would be hard put to re-use the lands themselves in accordance with the By-laws of the City, because the uncertainty of title would almost definitely preclude mortgage loans which would be necessary in order to permit the erection of satisfactory structures.

The City's proposal is therefore, to remove the structures and by acquiring the properties, place themselves in a position to compensate the owners. Expropriation by the City or by some other Government appears to be the only way in which land titles in the area can be cleared.

② The present plans of the City call for the construction of a limited access roadway from the Nova Scotian Hotel to the Fairview Overpass. This roadway passes directly through the Africville area and many of the properties would have to be acquired in order to construct this road. The construction of that portion of the road running through Africville, however, is something that is not likely to take place for quite a number of years.

③ Some of the land in the Africville area proposed for acquisition is tentatively zoned for industrial use. Industry creates employment and because of this, all cities must be interested in the establishment of industry. There is not at this moment a demand for this land for industrial purposes. If the land is to be used for the purpose suggested, the City would have to create the demand and there is no certainty that this can be done.

5. The City has indicated that Africville has no designated boundaries. What are the boundaries of Africville as an electoral polling district?

As I mentioned during our two meetings, Africville is not a legal entity and as such has no legal boundaries. It is a community within the legal boundaries of the City of Halifax and is in the same legal category as say Westmount and other areas of a like nature. While these areas have, in the course of their history, acquired a name, this name has no significance in legal terms.

I am attaching a City plan on which we have outlined Electoral Polling Districts Nos. 201A and 205. The Polling Districts 201A and 205 are described as the lands within the boundaries outlined on the plan, but excluding therefrom the area known as Africville which is in Polling District No. 204. We have been unable to locate a polling district boundary description of the Africville area and we understand that this polling district is set up by a list of names only.

It does not appear that there is a plan showing the electoral polling district of Africville.

6. Why are lands for prospective industrial use not deemed to be high in value?

The principal reason that industrial lands are not deemed to be high in value is, of course, the fact that industry is just not prepared to pay high prices, and finds that it does not have to.

Industry provides the economic support for most communities. It creates the primary employment on which the community depends for its livelihood.

Industry is highly competitive. Land costs and municipal taxes can have a very important bearing on the ability of an industry to compete. If these costs are so high that the industry cannot compete, the industry has no alternative but to cease operations.

Industries are aware of their value to a community. Most communities are also aware of this value. New industries will therefore locate in the areas where they are given the best deal, and there is a competition amongst the communities to get these industries. Many communities provide land virtually free of charge in order to attract potential employers in the industrial field.

7. What City service is received in return for taxes paid on Africville properties?

The 1960 tax roll contains 39 assessments for the Africville area. The total tax levied on these 39 properties amounted to \$1,598.68. The total taxes owing on properties assessed in the Africville area as at August 29, 1962 amounts to \$6,392.24. Tax arrears in the Africville area are, therefore, approximately four times the 1962 tax levy.

The services provided by the City for the Africville area fall into two main categories. These are:-

Welfare

Schools.

Other services are provided on a much more limited basis.

The Commissioner of Health and Welfare indicates that the City is paying between \$9,500.00 and \$10,000.00 to residents of the Africville area by way of welfare assistance. This represents about 10% of the total amount of welfare payments made by the City during the year.

There are approximately 112 youngsters attending City schools from the Africville area. It costs the City approximately \$285.93 per pupil per year. The total cost of schooling is, therefore, \$32,024.16. In addition, the City provides school buses at an annual cost of \$2,850.00.

In summary, therefore, the City levies taxes on the Africville area at the rate of about \$1,600.00 a year. In return for that portion of this levy which is collected, the City provides services estimated to cost \$44,874.16.

8. Who were the Africville residents who received building or alteration permits in the period immediately prior to 1950?

I am attaching a list of the building permits issued in Africville. This list shows the name of the person to whom the permit was issued and the date of issuance.

9. Why are assessed values not regarded, by the courts, as a basis for compensation upon expropriation?

The valuation of properties for assessment purposes differ from municipality to municipality. In some places, assessments are based upon market value, in other places reproduction value and in still other places rental value. Some municipalities follow the practice of establishing the assessed value at a percentage of one or the other types of value outlined above.

In the City of Halifax, assessed value is defined in the City Charter as market value. Every attempt is made to meet the requirements of the Charter. Nevertheless, it seems almost inevitable that there will be variations between the value for assessment purposes and the value which a person might expect to receive if his property were offered for sale.

I suppose one of the principal reasons that the courts do not recognize assessed value in determining settlement is the fact that adjustments of assessed values tend to lag behind market conditions. The market value of a property is the value mutually agreeable to a willing buyer and a willing seller. The value is at the date of purchase and could be a somewhat different value at a somewhat different time.

The assessed value is a value placed by the assessor as at a given time. It is adjusted periodically, but certainly not on a daily basis. At the time of adjustment, it would reflect trends in the value of the property. It might not reflect the value placed upon the property by a willing buyer at a given time. The essential purpose of assessment is not to create absolute value, but is to create a reasonable value in relation to all other properties within an area or City.

In other words, assessed value could be less or more than actual market value and still serve its purpose. Assessment valuations are intended to assure equality of treatment in respect of taxes.

It is at least partly for the reasons given that the courts do not recognize assessed value in determining compensation. Because of this, the City compensates on the basis of market value as determined by independent real estate appraisers.

10. What is the minimum rent paid in city-owned multiple-housing developments?

The answer to this question is partially given in the answers to questions 2 and 3.

Public housing projects are managed by the Housing Authority of Halifax. The rents chargeable by the Housing Authority are laid down in a schedule to an agreement between the Federal-Provincial Partnership and the Housing Authority. A copy of the rental scale is attached to this letter.

The rents commence on the basis of a minimum family income of \$150.00 per month. Persons below this income are required to pay as if they were in receipt of this income. You will see from an examination of the scale that rents vary depending upon income and depending upon the number of children. You will also note that when incomes exceed \$325.00 per month, rents are charged at the rate applicable to \$325.00 per month plus 30% of the income over this amount.

The rental scale covers shelter rental only. Where the tenant provides all services as at Bayers Road, no additional charge is made. In Mulgrave Park, heat, hot water, water, stoves, refrigerators, etc. are supplied to the tenant by the Authority. At Mulgrave Park, tenants pay an additional 38% of their shelter rental to cover the cost of the services provided.

11. Is all of the land area of Africville designated for industrial purposes? If not, could Africville residents be relocated on land in the vicinity of Africville?

With one small exception, the land occupied by structures designated on the plan with which we provided you previously, is required for use for street improvements or is planned for industrial re-use. There is a very tiny area on the southern boundary which might be considered a residential re-use.

The difficulty of re-establishing the community in the area would appear to hinge more on the financial capabilities of the community rather than on the availability of land.

A new single family house built to the minimum standards required by the City of Halifax could not be put in place for less than \$8,000.00. This I think is the absolute minimum price and the probability is that construction and land costs would go somewhat higher.

If the new house were constructed under the provisions of the National Housing Act, and the best terms were obtained, a downpayment of \$800.00 would be required to be made by the new owner. The remainder of the cost could be financed by a mortgage over 35 years. Monthly payments

to repay this mortgage would be as follows:-

Principal & Interest	\$ 43.05
Taxes	<u>15.00</u>
TOTAL	<u>\$ 58.05</u>

This example illustrates the best possible financial terms for home ownership. The probable monthly costs and downpayments would be considerably higher.

In the answer to one of the earlier questions, I dealt with the question of a subsidized rental project for Africville residents only. In my previous answer I indicated that it would be necessary for the tenants of such a project to be able to pay an average of \$55.00 to \$60.00 per month. This would mean that the average tenant in the project would be required to have a family income between \$250.00 and \$270.00 per month. It is unlikely that such an average income could be obtained.

Integration of the Africville group in other public housing projects would not create the same problem. If the incomes of Africville are below the average required, and I believe that this is so, admissions of other families at higher incomes would permit the project to attain the required average rental.

12. Will special provision be made for the accommodation of unemployable widows and pensioners who are unable to pay the full amount of minimum rents?

This question has already been answered in part.

It is a requirement of the City's agreement with its Federal and Provincial Partners that a minimum rent be charged for any apartment or housing unit within a public housing project. This minimum rental is based upon a family income of \$150.00 per month.

A review of the rental scale attached will indicate that the minimum shelter rental ranges from \$24.00 to \$32.00 per month depending upon the size of the family. The cost of services is, of course, additional to this. If an occupant is unemployed and is unable to pay his rent, assistance is available to him from the City Welfare Department. The applicant for assistance must, of course, be able to prove to welfare authorities that help is needed and justified.

13. Will the City include, in the terms of expropriation, a clause to the effect that if expropriated lands are not sold for industrial use by a specified date, the people from whom they were expropriated will retain a right to reacquire the lands for an amount not greater than the amount for which they were expropriated?

I suppose it would be possible for the City to include a buy-back provision in its terms of acquisition. I would think personally that the inclusion of this clause is unlikely.

The City is proposing to acquire the properties primarily to remove the blighted structures and to create a situation whereby the owners can realize a cash return on their properties. If the City was not prepared to acquire the properties, it could still order removal of the properties and let the owners or apparent owners attempt to dispose or re-use the lands. The chaotic state of title would make this virtually impossible.

The City realizes that acquisition of the lands will mean an out of pocket expenditure that may not be realized upon by the City for many years. A large portion of the land for example is required for the limited access Shore Drive, but actual construction of this street at this point could be postponed for many years. It seems apparent that it will be needed ultimately.

It may be that at some time in the future, the balance of the lands will be required for other than industrial purposes. Industry may not be attracted to the site and the land may be required for purposes not now foreseen.

The City proposes, and is in fact required, to pay market value for properties acquired. In this case, it is proposed that the owners be fully compensated under law. It is further proposed that some recognition be given to those who have no legal claim.

In view of all the circumstances, I think it would be unlikely that the City would be prepared to agree to a buy-back arrangement between the present owners and the City.

14. Would it be feasible to organize a co-operative housing project on land in the vicinity of Africville?

I think the possibility of establishing a co-operative housing project would be best investigated with the Nova Scotia Housing Commission. All co-operative housing projects in Nova Scotia are financed through this Commission.

The first requirement for a co-operative housing project would be, of course, the provision of a satisfactory site. Undoubtedly, sufficient land of a residential nature could be assembled in the northern portion of the City for a small project. The Nova Scotia Housing Commission do I believe, have certain restrictions on land costs and these restrictions might be a limiting factor.

Co-operative housing projects have been successful in Nova Scotia and have certainly been responsible for providing homes for many people. Some savings in the total construction cost are possible, but it is usually at the expense of considerable personal labour by the home owner.

I had some experience of co-operative housing in Newfoundland. It was largely agreed in Newfoundland, that a reduction of \$1,000 to \$1,500.00 in cost could be attained by co-operative effort. It was also their

experience that this cost saving was attained by almost two years of constant work by the members of the co-operative group. The usual hours worked in Newfoundland would be every evening and on Saturdays for the two year period.

I hope that my remarks may be of use to you. It would, of course, be possible to go on at much greater length on any of the questions asked, but I hope my answers have been sufficiently clear to permit your further consideration.

At our last meeting it was agreed that we would meet with the residents of Africville in the fairly near future. Unfortunately the pressure of other work has not permitted this meeting to this time. However, the pressures have eased somewhat and we would be prepared to meet with the Africville group at a mutually convenient time.

Yours very truly,



R. B. Grant,
Development Officer.

RBG/jl
Enclosures

LIST OF BUILDING PERMITS ISSUED FOR CONSTRUCTION IN AFRICVILLE

<u>DATE</u>	<u>APPLICANT</u>	<u>SCOPE</u>	<u>ESTIMATED COST</u>
June 12/50	Thomas Howe 1837 Barrington St.	construct single family dwelling	\$2,000.
Aug. 9/50	C. C. Marsman Barrington Street	construct single family dwelling	1,200.
Aug. 18/50	Ralph B. Jones 1811 Barrington St.	construct wood shed	100.
Aug. 18/50	Seaview United Baptist Church Barrington Street	construct concrete foundation and renew sills	1,500.
Apr. 24/51	Roy Mantley Barrington Street	construct 6' wire fence	20.
May 19/51	Mr. D. Dixon Barrington Street	to move a building to a new lot	125.
Aug. 15/51	Mrs. Ella Thomas Barrington Street	repair dwelling	400.
Oct. 9/51	Mr. Roy Mantley Barrington Street	general repairs	300.
Oct. 22/51	Aubrey Howe 1809 Barrington St.	erect front porch	50.
July 10/52	George Grant 1833 Barrington St.	construct single family dwelling	1,300.
Oct. 9/52	Mrs. Ella Thomas Barrington Street	construct single family dwelling	400.
Aug. 28/53	C. Hamilton Barrington Street	repair roof of two houses	350.
Oct. 9/53	Charles Mantley Barrington Street	general repairs	50.
Apr. 27/55	Mrs. M. Carvery Post Office	general repairs	175.
Apr. 25/55	V. Desmond Barrington Street	repair roof	20.
Oct. 22/62	Mrs. Hattie Carvery 1833 Barrington St.	repair roof	300.

P R O G R E S S I V E R E N T A L S C A L E

MONTHLY NET FAMILY INCOME*	SHELTER RENT BY NUMBER OF PERSONS IN THE FAMILY									
	<u>2</u> RENT	<u>3</u> RENT	<u>4</u> RENT	<u>5</u> RENT	<u>6</u> RENT	<u>7</u> RENT	<u>8</u> RENT	<u>9</u> RENT	<u>10</u> RENT	
\$325 #	74	73	72	71	70	69	68	67	66	
\$320-324	72	71	70	69	68	67	66	65	64	
315	71	70	69	68	67	66	65	64	63	
310	70	69	68	67	66	65	64	63	62	
305	69	68	67	66	65	64	63	62	61	
300	68	67	66	65	64	63	62	61	60	
\$295-299	66	65	64	63	62	61	60	59	58	
290	65	64	63	62	61	60	59	58	57	
285	64	63	62	61	60	59	58	57	56	
280	63	62	61	60	59	58	57	56	55	
275	62	61	60	59	58	57	56	55	54	
\$270-274	60	59	58	57	56	55	54	53	52	
265	59	58	57	56	55	54	53	52	51	
260	58	57	56	55	54	53	52	51	50	
255	57	56	55	54	53	52	51	50	49	
250	56	55	54	53	52	51	50	49	48	
\$245-249	54	53	52	51	50	49	48	47	46	
240	53	52	51	50	49	48	47	46	45	
235	52	51	50	49	48	47	46	45	44	
230	51	50	49	48	47	46	45	44	43	
225	50	49	48	47	46	45	44	43	42	
\$220-224	48	47	46	45	44	43	42	41	40	
215	47	46	45	44	43	42	41	40	39	
210	46	45	44	43	42	41	40	39	38	
205	45	44	43	42	41	40	39	38	37	
200	44	43	42	41	40	39	38	37	36	
\$195-199	42	41	40	39	38	37	36	35	34	
190	41	40	39	38	37	36	35	34	33	
185	40	39	38	37	36	35	34	33	32	
180	39	38	37	36	35	34	33	32	31	
175	38	37	36	35	34	33	32	31	30	
\$170-174	36	35	34	33	32	31	30	29	28	
165	35	34	33	32	31	30	29	28	27	
160	34	33	32	31	30	29	28	27	26	
155	33	32	31	30	29	28	27	26	25	
150	32	31	30	29	28	27	26	25	24	
\$145-149	30	29	28	27	26	25	24	23	22	
140	29	28	27	26	25	24	23	22	21	
135	28	27	26	25	24	23	22	21	20	
130	27	26	25	24	23	22	21	20	19	
125	26	25	24	23	22	21	20	19	18	

* As defined by the Partnership; in default of other direction, Net Family Income shall be based on total family income in the manner set out in Part III of this Manual.

If the Net Family Income of a Tenant increases so that it exceeds \$325 per month, the rent payable by such Tenant shall be the aggregate of
 (a) the amount shown in this Scale as payable by such Tenant in respect of an income of \$325 per month, and
 (b) 30% of the amount in excess of \$325 per month.

(NOTE: In certain projects the 30% rate applies by Agreement to income in excess of some amount other than the \$325 as set forth herein. In such cases a red line may be marked in at the level where the 30% rate applies as set out in the Agreement covering the particular project.)



CITY OF HALIFAX

File No. D862

January 23, 1963

Mr. Donald Maclean
Secretary
Halifax Advisory Committee
on Human Rights
5787 Ogilvie Street
Halifax, Nova Scotia

Dear Mr. Maclean:

RE: Africville

I felt that you might require more than one copy of my letter to you on the most recent group of questions raised by your Committee. As a result, I have mimeographed my reply and enclose ten copies for your information.

Yours very truly,

R. B. Grant
Development Officer

RBG/meb
Enclosures

A copy

January 24, 1963

Miss Phyllis R. Blakeley
Assistant Archivist
Public Archives of Nova Scotia
Halifax, N. S.

Dear Miss Blakeley:

Thank you for your letter of January 15 and for information about the origin of the place-names AFRICVILLE and CAMPBELL ROAD.

The Halifax Advisory Committee on Human Rights and I, personally, appreciate very much the attention that you have given to our recent request for information and the fact that you have taken the trouble to provide us with notes rather than merely citing possible sources for our reference.

Yours sincerely,


Donald F. Maclean
Assistant to the Director



TORONTO AND DISTRICT

LABOUR COMMITTEE FOR HUMAN RIGHTS

SPONSORED BY TORONTO AND DISTRICT LABOUR COUNCIL (CLC)

Reply Feb 15/62

CHAIRMAN: EAMON PARK
VICE CHAIRMAN: HARRY SIMON
TREASURER: GORDON MILLING

EXECUTIVE SECRETARY:
A. ALAN BOROVVOY

11 1/2 SPADINA ROAD
TORONTO 4, ONT.

January 24, 1963.

Mr. & Mrs. D. Maclean,
5787 Ogilvie,
Halifax, Nova Scotia

Dear Macleans:

I am very disappointed that I have heard nothing from anyone in Halifax in some time. Two of my recent letters have gone unanswered. As you know, I am very anxious to return to help with the program.

Please write to me as soon as possible, let me know what is happening and what I can do. I would be very grateful.

Sincerely,

A. Alan Borovoy,
Executive Secretary.

AAB/eh

A COPY

5787 Ogilvie St.
Halifax, N. S.
February 19, 1963

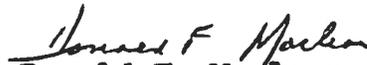
Dr. W. L. Nicholson
Chairman
Canadian Board on
Geographical Names
601 Booth St.
Ottawa, Ont.

Dear Dr. Nicholson:

Mr. M. G. Goudge, Member for Nova Scotia of the Canadian Board on Geographical Names, has suggested that I write to you for information which he is unable to provide.

I should like to know the date that NEGRO POINT was first included in the Gazetteer of Canada: Nova Scotia. Any circumstances concerning the origin and inclusion of this name would be of interest to me. The name does not appear to be known generally to the people who live in the vicinity of Negro Point, and I am interested in finding out if the name is an old one or of relatively recent origin.

Yours sincerely,


Donald F. Maclean



12
FILE NO. 5000-1

DEPARTMENT
OF
MINES AND TECHNICAL SURVEYS
601 Booth Street

GEOGRAPHICAL BRANCH

OTTAWA 4
February 21, 1963.

Mr. Donald F. Maclean,
5787 Ogilvie Street,
Halifax, Nova Scotia.

Dear Mr. Maclean:

We could not give Mr. M.G. Goudge any conclusive information on the origin and background of the name Negro Point when he inquired about it during his recent visit to Ottawa.

Negro Point was adopted on 19 January, 1956 during the publication of a new edition of Chart 4310, Bedford Basin. This name appears in Nova Scotia and Bay of Fundy Pilot 1944. It also appears on Chart 4311 (old No. 411), Egg Island to Pennant Point, 1918-56 editions, and Chart 4385 Osborne Head to Betty Island 1952. The earliest establishment we could find for the name is Chart 4310 (old No. 410) dated 1918, surveyed by Captain F. Anderson and assisted by R.J. Fraser, L.C. Prittie, and J.L. Foreman, 1916.

It is possible that the name was used locally before, or during the 1916 surveys near the negro settlement of Africville. Two British Admiralty Charts (1885-1916) do not show the name Negro Point, however.

If you know, or can ascertain any local name for this feature, please do not hesitate to write us. We would be pleased to refer the matter to Mr. Goudge concerning a possible change of the name.

Yours sincerely,

N.L. Nicholson,
Director

A STATEMENT ON HOUSING

by

Edward L. Poach
 President
 Halifax Home Owners Association

*H. Spring 1963
 Cir. 11/11/1963*

More than one-half of Canada's Negroes live in Nova Scotia, and approximately 13,000 of this half live in about twenty-five distinct communities which date back to the 1700's. The first Negroes in Nova Scotia were slaves and servants; in the 1800's many Negroes came to Nova Scotia as escapees from American plantations. The local administration at that time settled them by land grants on the same locations where many of their descendants live today. Public interest is focused on Africville in light of world-wide concern today about racial problems. There is a need for the City of Halifax and its citizens to accept the great challenge of finding a solution to the problems of Africville as pointed out in the study published by the Institute of Public Affairs, Dalhousie University, The Condition of the Negroes of Halifax City, Nova Scotia, which involves housing, education, recreation, welfare, health, and other needs. The Dalhousie study brought home the need for ideas, bold imagination, and inspiration.

The Negro population of Africville is approximately 400, 53% under 14 years of age, making up about 30 families. Approximately twenty have deeds to property; ~~the rest are squatters~~. More than one-third of the Africville workers earn less than \$1,000 a year. Isolated and segregated, Africville is without sewer and water facilities.

For more than a century, little has been attempted to right the injustice being done these human beings. This lack of interest over the years has contributed to a feeling of abandonment; hence, today there is a genuine resistance against becoming "sacrificial lands" in any suggestion of rehousing and integrating Africville into City, a redevelopment projects.

Injustices are going to be done unless we remember that in our democratic society we must guarantee that individual rights, and the public need are kept in harmony. Any effort to continue to isolate and segregate these people from established residential neighbourhoods is to deny them the benefits of neighbourly help and kindness. Isolation, besides increasing the burden of cost to the public, increases the number and kinds of problems; and this compounds that cost.

The people of Africville must do their part in the struggle for equality now rather than permit conditions to continue until some tragedy dictates the need for action and the gradual transition of the whole Africville area which, we can all agree, offers no easy solution.

This is a challenge which dictates that we must concern ourselves with the humanitarian aspect, rather than the monetary aspect, in the belief that although there is not a legal obligation, there is a moral and social obligation by the City of Halifax and its citizens to provide alternative accommodation and adequate compensation to the displaced.

2.-

Present Committees working to find a solution for Africville:

1. HALIFAX ADVISORY COMMITTEE ON HUMAN RIGHTS

H.A.J. Wedderburn, Chairman	John Horricks
F.C. Broffe	Ian M. MacKeigan
Harry Carter	Mr. & Mrs. Donald F. Maclean
Rev. Charles Coleman	Deacon Mantley
Mrs. Wendell Colbitts	Rev. W.P. Cliver
George Davis	Lloyd R. Shaw
Rabbi Joseph Deitcher	Mr. & Mrs. Leon Steed
Rabbi Emanuel S. Goldsmith	Rev. A.W. Verrall.

11. INTER-DEPARTMENTAL COMMITTEE ON HUMAN RIGHTS, PROVINCE OF NOVA SCOTIA

Purpose: To cope with the traditional problems of housing, education, and job opportunity, to define objectives and to co-ordinate efforts of various Government Departments working among the Negroes, particularly in the field of Education.

Hon. W.S. Kennedy-Jones, Chairman	
Hon. Layton Fergusson	- Minister of Labour
Robert L. Stalling	- Nova Scotia Housing Commission
Dr. J.S. Robertson,	- Deputy Minister, Department of Public Health
I. R. MacKinnon,	- Deputy Minister, Department of Welfare
R. E. Anderson,	- Deputy Minister, Department of Labour
H. P. Moffatt,	- Deputy Minister, Department of Education.
John A.Y. MacDonald,	- Department of the Attorney General.

A report was submitted from the Committee of the whole Council, City of Halifax, at a meeting held on 24 October, 1962, making the following recommendation:

- "1. that the blighted housing and dilapidated structures in the Africville area should be removed;
- "2. that the full legal authority of the City should be used to accomplish this removal;
- "3. that the use of legal authority should be tempered with understanding and natural justice on matters of housing and matters of compensation for the apparent owners of land and buildings within the Africville Areas; and
- "4. that this policy be implemented with the utmost dispatch after its implications are fully conveyed to the residents affected and/or their representatives in consultation with church and welfare organizations.

"MOVED by Alderman Wyman, seconded by Alderman Lane, that the recommendation be approved. Motion passed unanimously".

Specific steps for carrying out recommendations have not been determined. Staff recommended that all Africville residents should be offered alternate accommodation in low-rental public housing projects regardless of the normal restrictions concerning income. The minimum rent in heated and serviced public housing is \$44.; \$30 is the minimum in unheated project. Homeowners are to receive compensation in the usual manner. The suggested amount for persons with squatters' rights is \$500, and will require special legislation.

3. -

Displaced Africville people with no income, or little income, would be eligible for help from the City's Welfare Department. Sources of welfare monies; Federal 50%; City: 33 1/3%; Province: 16 2/3%.

PROPOSAL:

(A) For Africville residents having a moderate income of not less than twice the net shelter rental, and of not more than five times the net shelter rental.

Formation of a limited-dividend housing company or a non-profit company under Section 16 of the National Housing Act, designed particularly to encourage any group of public spirited citizens who wish, on their own initiative, to help in meeting a need for low rental accommodation.

The Federal Government lends up to 90% to non-profit companies and up to 85% to a profit-seeking venture, at a reduced interest rate of 5 1/8%, and with amortization not to exceed the useful life of the project.

Equity capital: 10% for non-profit company, and 15% for a profit company.

Organizational Committee:

1. Ascertain the need to be filled
2. Incorporate under the Joint Stock Companies Act, requesting that incorporation fees be waived
3. Site selection: Upper slopes of Africville
4. Planning and design for low-cost high-density row housing to meet the economic and social need of the people being served
5. Projected cost
6. Determining what assistance can be obtained from the Provincial Government by way of grant
7. Determining assistance available from the City of Halifax re: land suited to a development of the type proposed, tax relief, etc.
8. Obtaining financing
9. Raising equity capital (10% or 15%)
10. Assessing the economic soundness of the project.

Sponsorship necessary to bring the project to realization could likely be found among local church groups, labour organizations, professional organizations, etc.

(B) For Africville residents whose finances are such as to enable them to maintain a home of their own Request City Council and the City Manager study (1) the possibility of making land available on the upper slopes of Africville and (2) the feasibility of the City's entering into an agreement with a corporate body to undertake to construct, on the land in question, housing of a high density (such as row housing) that could be made available to persons displaced under any renewal program for the area.

The proposal could possibly be brought about under the Municipal Corporation Supplementary Powers Act (1954), which provides that the City of Halifax may enter into agreements with any corporate body relating to the construction of housing accommodation. Such housing involves little maintenance, taxes are not out of line, and

4. -

would avoid any hardship on the residents should they otherwise encounter discrimination in housing.

(c) For Africville residents with little income or no income:

There is need here to seek the assistance of the Inter-Departmental Committee on Human Rights, Province of Nova Scotia, to undertake to study the feasibility of welfare assistance in meeting the minimum rental of low-cost public housing accommodation.

It would appear that anyone with an annual income of less than \$1,000 cannot afford rent. As indicated in the study on Africville published by the Institute of Public Affairs, Dalhousie University, over a third of the Africville Population is in this category.

Obviously then, restriction regarding income of families admissible to public housing should be reviewed and recommendations made that would enable the City to offer Africville residents alternative accommodation, having regard for, and a sensible appreciation of, to some extent guarantee that they would not suffer as a result of the plans for the area.

Nova Scotia

Chapter 5 of the Acts of 1963

AN ACT TO AMEND AND CONSOLIDATE THE STATUTE LAW RELATING TO HUMAN RIGHTS

(Assented to this 21st day of March, 1963)

Be it enacted by the Governor and Assembly as follows:

WHEREAS recognition of the inherent dignity and the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world and is in accord with the Universal Declaration of Human Rights as proclaimed by the United Nations;

AND WHEREAS this Legislature in a number of enactments has affirmed the principle that every person is free and equal in dignity and rights without regard to race, religion, religious creed, colour or ethnic or national origin;

AND WHEREAS the Government has established an Interdepartmental Committee on Human Rights which is engaging in studies of the subject of human rights;

AND WHEREAS it is desirable to enact a measure to amend and consolidate the several enactments of the Legislature relating to human rights;

THEREFORE, BE IT ENACTED by the Governor and Assembly as follows:

- 1 This Act may be cited as the Human Rights Act.
- 2 In this Act:
 - (a) "commission" means a commission appointed under this Act;
 - (b) "Director" means the officer designated by the Minister to receive and deal with complaints under this Act;
 - (c) "employers' organization" means an organization of employers formed for purposes that include the regulation of relations between employers and employees;
 - (d) "employment agency" includes a person who undertakes with or without compensation to procure employees for employers, and a person who undertakes with or without compensation to procure employment for persons;
 - (e) "establishment" means a place of business or the place where an undertaking or a part thereof is carried on;
 - (f) "Minister" means Minister of Labour;
 - (g) "pay" means remuneration in any form;
 - (h) "person" includes employment agency, trade union and employers' organization;
 - (i) "trade union" means an organization of employees formed for purposes that include the regulation of relations between employees and employers.

3 Every person and every class of persons has the right to obtain admission to and enjoyment of the accommodation, services and facilities available in any place to which the public is customarily admitted, regardless of the race, religion, religious creed, colour or ethnic or national origin of such person or class of persons.

4 No person shall deny to any person or class of persons admission to or enjoyment of the accommodation, services or facilities available in any place to which the public is customarily admitted because of the race, religion, religious creed, colour or ethnic or national origin of such person or class of persons.

5 No person, directly or indirectly, alone or with another, by himself or by the interposition of another, shall,

(a) deny to any person or class of persons occupancy of any apartment in any building that contains more than four self-contained dwelling units; or

(b) discriminate against any person or class of persons with respect to any term or condition of occupancy of any apartment in any building that contains more than four self-contained dwelling units,

because of the race, religion, religious creed, colour, or ethnic or national origin of such person or class of persons.

6 (1) No employer or person acting on behalf of an employer shall refuse to employ or to continue to employ or otherwise discriminate against any person in regard to employment or any term or condition of employment because of his race, religion, religious creed, colour or ethnic or national origin.

(2) No employer or person acting on behalf of an employer shall use, in the hiring or recruitment of persons for employment, an employment agency that discriminates against persons seeking employment because of their race, religion, religious creed, colour or ethnic or national origin.

(3) No trade union shall exclude any person from full membership or expel or suspend or otherwise discriminate against any of its members or discriminate against any person in regard to his employment by any employer, because of that person's race, religion, religious creed, colour or ethnic or national origin.

(4) No person shall use or circulate any form of application for employment or publish any advertisement in connection with employment or prospective employment or make any written or oral inquiry in connection with employment that expresses either directly or indirectly any limitation, specification or preference as to race, religion, religious creed, colour or ethnic or national origin.

- (5) This Section does not apply,
- (a) to a domestic employed in a private home;
 - (b) to an exclusively charitable, religious, philanthropic, educational, fraternal or social organization that is not operated for profit, or to an organization that is operated primarily to foster the welfare of a religious or ethnic group and that is not operated for private profit.
- 7 (1) No employer and no person acting on his behalf shall pay a female employee at a rate of pay less than the rate of pay paid to a male employee employed by him for the same work done in the same establishment.
- (2) A difference in the rate of pay between a female and a male employee based on any factor other than sex shall not constitute a failure to comply with this Section.
- 8 (1) No person shall,
- (a) publish or display or cause to be published or displayed; or
 - (b) permit to be published or displayed on lands or premises or in a newspaper, through a radio broadcasting station or by means of any other medium which he owns or controls;
- any notice, sign, symbol, emblem or other representation indicating discrimination or an intention to discriminate against any person or any class of persons for any purpose because of the race, religion, religious creed, colour or ethnic or national origin of such person or class of persons.
- (2) Nothing in this Section shall be deemed to interfere with the free expression of opinions upon any subject by speech or in writing.
- 9 No person, employer or trade union shall evict, discharge, suspend, expel or otherwise discriminate against any person because he has made a complaint or given evidence or assisted in any way in respect of the initiation or prosecution of a complaint or other proceeding under this Act.
- 10 The Minister may appoint a person in the public service to be Director for the purposes of this Act who shall perform the functions prescribed by this Act or assigned to him by the Governor in Council or the Minister.
- 11 Such officers, clerks, investigators and other persons as are required for the administration of this Act shall be appointed in accordance with the Civil Service Act.
- 12 (1) When a person claiming to be aggrieved by an alleged violation of this Act makes a complaint in writing to the Director on a form prescribed by the Director, the Director or an officer of the Department of Labour designated by him shall inquire into the complaint and endeavour to effect a settlement of the matter complained of.
- (2) Nothing in this Section restricts the right of any aggrieved person to initiate proceedings under any other provisions of this Act before a court, judge or magistrate against any person for an alleged contravention of this Act.

- 13 (1) If the Director or other person is unable to effect a settlement of the matters complained of, he shall so report to the Minister who may refer the matters involved in the complaint to a commission, consisting of one or more persons, to be appointed by the Minister, for investigation with a view to the settlement of the complaint.
- (2) If a commission is composed of more than one member, the Minister shall appoint one member to be chairman.
- (3) The Minister may provide a commission with a secretary, stenographer, and such clerical or other assistance as to the Minister seems necessary for the performance of its duties and fix their remuneration.
- (4) The chairman and the other members of a commission shall each be paid such remuneration as the Minister determines and his actual and reasonable travelling and living expenses for each day he is absent from his place of residence in connection with the work of the commission.
- (5) The commission shall have all the powers of a Commissioner under the Public Inquiries Act.
- 14 (1) Immediately following its appointment, a commission shall inquire into the matters referred to it and shall give full opportunity to all parties to present evidence and make representations and, in the case of any matter involved in a complaint in which settlement is not effected in the meantime, if it finds that the complaint is supported by the evidence, shall recommend to the Minister the course that ought to be taken with respect to the complaint.
- (2) After a commission has made its recommendations, the Minister may direct it to clarify or amplify its recommendations, and they shall be deemed not to have been received by the Minister until they have been so clarified or amplified.
- 15 (1) Upon receipt of the recommendations of a commission, the Minister shall furnish a copy thereof to each of the persons affected and, if he deems it advisable, shall publish the same in such manner as he considers fit.
- (2) The Minister may issue whatever order he considers necessary to carry the recommendations of the commission into effect.
- (3) Every person in respect of whom an order is made under this Section shall comply with such order.
- 16 Every person who does anything prohibited by this Act or who refuses or neglects to do anything required by or under this Act is liable on summary conviction
 - (a) if an individual, to a fine not exceeding one hundred dollars; and
 - (b) if a corporation, trade union, employers' organization or employment agency, to a fine not exceeding five hundred dollars.

- 17 (1) No prosecution for an offence under this Act shall be instituted without the consent in writing of the Minister.
- (2) No proceedings under this Act shall be deemed invalid by reason of any defect in form or any technical irregularity.
- 18 A prosecution for an offence under this Act may be brought against an employers' organization or a trade union in the name of the organization or union, and for the purpose of such prosecution an employers' organization or trade union shall be deemed to be a person, and any act or thing done or omitted by an officer or agent of an employers' organization or trade union within the scope of his authority to act on behalf of the organization or trade union shall be deemed to be an act or thing done or omitted by the employers' organization or trade union.
- 19 (1) Where a person has been convicted of an offence under this Act, the Minister may apply by way of petition to a judge of the Supreme Court for an order enjoining such person from continuing such offence.
- (2) The judge, in his discretion, may make such order and the order may be enforced in the same manner as any other order of judgement of the Supreme Court.
- 20 The Governor in Council may
- (a) undertake or cause to be undertaken such inquiries and other measures as appear advisable or desirable to promote the purposes of this Act;
- (b) establish and appoint boards or committees to make such investigations and reports respecting matters dealt with by this Act as the Governor in Council orders;
- (c) make such regulations as appear to be necessary or desirable for the better attainment of the objects and purposes of this Act.
- 21 Chapter 5 of the Acts of 1955, the Fair Employment Practices Act; Chapter 5 of the Acts of 1956, the Equal Pay Act; Chapter 4 of the Acts of 1959, the Fair Accommodation Practices Act; and Acts in amendment of them are repealed.

April 26, 1963

*All of the evident
conclusions in the
letter were made by
its author, Mr. Van Pelt
- James R. Jackson*

Mr. Donald MacLean,
5787 Ogilvy Street,
Halifax, Nova Scotia

Dear Mr. MacLean:

I apologize sincerely for not writing sooner. I have had this problem on my mind ever since I left Halifax and have been gathering material for you. Up to now I have not found anything that exactly suits what I had in mind but I will send what I have. Some of the material I have enclosed consists of promotional literature for rental housing projects in the City of Toronto. They don't give a very clear idea of what back to back row housing units look like but you can see the floor plans in many of them. You will notice that some of these units are fairly large, about 1150 square feet for ^a two storey, three bedroom unit. This is average suburban bungalow size. For comparison purposes, I would say that your house seemed at first glance to be about 1200 square feet, not counting the basement of course.

I have scribbled on some of these diagrams, I hope you will ignore ^{that} if you can't understand what the scribbling is all about. Most of it is irrelevant.

I have lettered the schemes in red pencil in order to facilitate the following discussion of them.

SCHEME A. - These floor plans are from back to back row houses (which in Ottawa are called Town Houses or sometimes called maisonettes) in a suburban area known as Parkwood Hills. These units are for rent only but they could be sold as a co-operative. Parking is all outdoor on an asphalt pad. Each house has two floors and a full basement and some of them come with fireplaces and a dryer, others have no fireplaces and a drying machine in a common area under one of the units which would have no basement, that is to say that in a building containing these, there would be perhaps sixteen units, eight on each side, and under one of these units, the basement would have been wholly or partly subdivided into a drying room and all of the sixteen tenants would use the dryer in that subdivided basement. The rents are \$123.00 for a two-bedroom and \$133.00 for a three-bedroom with stove and refrigerators supplied. When stove and fridge is not supplied, you take off \$5.00 a month for each appliance. For another \$2.00 a month you can get a dryer and a fireplace, -

I think these rents are far too high and I believe these people are making a great deal of money on this project. They should be able to build them for \$10.00 or \$11.00 a square foot which means at the most \$12,000. a unit plus a very small amount for land. The two different sheets show optional floor plans. You will

notice there is a spine corridor on the first floor and a party wall on the second floor. In some cases there is a spine corridor in the basement; the tenant may or may not have access to this corridor in the basement. You, therefore, have two entrances, one off the hall, (the spine corridor) and one onto the front yard through the dining room. There will be a fence projecting out from the party wall on each side to a length of twelve to fifteen feet sometimes enclosed across the front. This gives you a patio in which small children can be allowed to play on a nice day while the mother does the housework. Most back to back row houses are very much like this plan.

SCHEME B. - This plan is almost exactly the same in concept but not detail as the Parkwood Hills maisonettes. In this you can see that they have also included some apartment buildings on the same site. The major difference between this plan and Parkwood Hills is the type of construction.

This Parkwood Hills was built in concrete block, I think, with stucco or maybe brick veneer. This project is built of solid masonry with brick bearing walls and concrete flooring. *is* is of fireproof construction, otherwise they are very similar. If you look closely you can see the wooden walls coming out from the party wall on each unit. This particular unit does not have a front fence across the party wall fences but this could very easily be added in order to give more personal privacy.

SCHEME C. - This brochure describes a back to back row housing project on the west side of Toronto. Although it doesn't look very exciting, the choice of color in the panels between the windows has been very well done. You can see from the list of services, that this has aspects of a prestige project. The rent is not cheap but neither is the construction. *They use large concrete blocks inside the walls.*

SCHEME D. - Another brochure of a back-to-back row housing project on the East side of Toronto. This scheme was done in brick veneer with some wooden trim to soften the hard lines. It was built by the same people as built scheme E.

SCHEME E. - A brochure describing five projects by the Rubin Corporation in Toronto. These are all rental projects but they could as easily have been sold under a co-operative scheme. The architects are learning how to make these projects more interesting and I expect that the next few years will show great improvement in design and planning.

SCHEME F & G. - Just a few more brochures for more projects. The project G, Valleycourt is particularly good. The landscaping is very well done and the construction is off a very high standard having terrazzo floors and good brick work, good interior design.

SCHEME H. - This is a series of six row houses, not back to back but straight row houses built in the middle of London, England. The site was particularly attractive. *A* long slender lake which runs in front of the project. In order to get this site, the builders had to buy and tear down four Victorian houses. This made the land cost very high. The buildings have taken *the form* of a very narrow four-storey unit. Each unit, you will notice, is slightly different *in plan view* because they were semi-custom design for individual owners. The top

three floors are one house and the bottom floor is designed as an optional bachelor apartment which can be rented if the revenue is required by the owner. The wattle fences have been dismantled because the owners found they would rather have common open space than private space. The living rooms which face the lake are two-storeys running from the second floor to the third floor in height for a distance back from the window of about ten feet. This ^{brings} a great deal of light into the interior of the house and a dramatic feeling of space. I wish I had more pictures to show you of this, taken from the inside of the house because it really looks like a very large and comfortable unit inside, where in fact the houses are exactly twelve and one-half feet in width. They are very fine ^{examples} of city housing.

SCHEME I. - This shows the same kind of concept in three-storey row housing only built for luxury accommodation in the centre of Philadelphia in a clearance area known as Society Hill, a part of the old town which Benjamin Franklin planned. These units have 2400 square feet plus a full basement with parking in the interior court. The price is high but so is the quality of design and the ^{standard} of ^{construction} The architecture is modern but has been designed to blend in with existing two hundred year old buildings. You will notice that this project is for sale. The price is \$45,750. per house.

SCHEME J. - Another row house. These would be found in strings of ten to twenty houses side by side. This scheme shows how fine urbane living can be had in the centre of the city if you are satisfied with a narrow lot. The high fences in the front and back gardens give you extreme personal privacy and the lush landscaping provided by the developer gives you the feeling of open country living. This house can be had in three or four bedroom styles or with or without a basement. You will notice that it is possible to have a two-car garage and yet the lot is only twenty feet by one hundred feet. One of the finest features of the house is the interior patio which opens to the sky ^{It} has glass walls on three sides to bring light into the middle of the house. A very fine scheme. I have enclosed two plans of this, one of which gives an elevation and the other which gives a plan view of the second and third floors.

NEW FORMS OF FAMILY HOUSING - Under separate cover, I am sending you a copy of a book called, "New Forms of Family Housing." I described this book to Gus Wedderburn when he phoned me Thursday evening. The study has been carried out as a research study by two architects and is done, as it were, in a vacuum. By this I mean, that they paid no attention to existing by-law restrictions, building code restrictions, fire restrictions and the like. Their intention was to show what could be done architecturally with these new forms. There are four forms listed; The narrow row house, the back to back row house, the stacked row house and the gardencourt house. The cheapest one to build is the back to back row house, I believe, and it is the easiest to build in a co-operative scheme. This booklet is not easy to read, because the print is too fine and the format is too large. However, the work has been very carefully done and even though the style and the format maybe strange to you, it is well worth your while reading

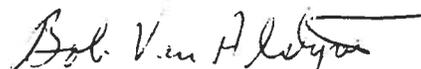
it three or four times until it really sinks in. All of the theory is here and I believe that this development in housing is crucial for the growth of our cities in the next fifty to one hundred years. The reason for this, chiefly, is that we need higher densities with more private open space plus the ability to take care of the automobile traffic problem and parking problem. By increasing densities, we decrease the need for super highways and by providing underground parking, we eliminate the parking problem at home at least. By building private patio's plus public open courts, we can have both kinds of desirable open space, private and public.

I believe that our friends will be able to build a back to back project of three or four buildings containing fourteen to twenty units per building with no difficulty at all. It could be built easily out of concrete block with or without basements at a density of about twenty units per acre. This would mean that they would need four acres to house eighty families, plus some land for a park, playground and perhaps for parking. They would need then a total of five to six acres to house all of the eighty families if all of them wish to stick together. This is surely not an unreasonable request. It is possible to increase this density by using smaller units and cramping the sites somewhat or by building a stacked unit, but stacked units are more expensive because the walls of the lower units must carry a heavier load. In order to be really successful these projects must, absolutely must, be designed by an architect, but I don't think you will have too much trouble getting an architect to help you. If you have trouble in Halifax, I am sure that I will be able to get you some professional design help from among my own friends. Please do not ignore this. A great many desirable features can be built in at no extra cost whatever, by a good architectural designer.

As soon as I can get some photographs of the outside of these buildings in Ottawa, I will send them along but this will take a little time. This material should convince the City of Halifax that if these houses are good enough for Toronto and Ottawa they are good enough for the ~~City of~~ Halifax. In fact, they would be just the thing that Halifax needs to rebuild in areas down there because you can afford to tear down obsolete buildings and rebuild on the land with this kind of building. We can build at a density of twenty to thirty-five units per acre at this rate and you can therefore afford to pay \$100,000 to \$150,000^{per acre} for buildings and land and demolish them and still compete with suburban bungalow building. Twenty units per acre at a land cost at \$100,000. per acre is only \$5,000 per lot and we already pay that much for a good lot in suburban Ottawa.

I wish you the very best of luck in your endeavours. I apologize again for not sending the material more quickly.. I hope you will be able to send somebody up to Ottawa so that we can show you this housing in person and discuss it at greater length. The New Forms of Family Housing booklet will follow under separate cover.

Sincerely yours,



R.W. Van Alstyne



CITY OF HALIFAX

July 17, 1963

Mr. Donald F. Maclean,
Secretary,
Halifax Advisory Committee
on Human Rights
5787 Ogilvie Street,
Halifax, N. S.

Dear Mr. Maclean,

Our last meeting in respect of the Africville proposals was held on May 2, 1963. It seems to me that serious consideration should be given to a further meeting very soon.

I expect to be out of the City on vacation during the period July 27 to August 19 and again on business during the week of September 9. I do feel, however, that we should be getting together at some time before mid-September.

Yours very truly,

Handwritten signature of R. B. Grant.

R. B. Grant,
Development Officer.

RBG/jl

ACOPY

5787 Ogilvie St.
Halifax, N. S.
July 23, 1963

Mr. R. B. Grant
Development Officer
City Hall
Halifax, N. S.

Dear Mr. Grant:

Thank you for your letter of July 17.

The Halifax Human Rights Advisory Committee has met since the last meeting at which you were present, May 2, and I shall recommend to the Chairman that we arrange for a meeting on the earliest possible date after your return to the City on August 19.

The Chairman, Mr. Wedderburn, will be out of the Province until the end of August; the Acting Chairman, the Rev. Mr. Coleman, is evidently on holiday, for I have been unable to reach him; and I shall be out of the Province from July 27 until August 12.

Yours very truly,

Donald F. Maclean
Donald F. Maclean

CITIZENSHIP BRANCH



DIRECTION DE LA CITOYENNETÉ

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

CANADA

MINISTÈRE DE LA CITOYENNETÉ ET DE L'IMMIGRATION

OUR FILE NO.
Notre dossier n°.....

Mr. & Mrs. Donald Maclean,
5787 Ogilvie Street,
HALIFAX, Nova Scotia.

Ottawa, August 26, 1963'

Dear Mr. & Mrs. Maclean: -

Reading the enclosed report by Mr. George Davidovic on "Co-operative Housing" brought back the conversation we had in your living room early in July. Some of the sentiments Harry Carter expressed regarding group feeling in Africville are reflected in this paper. Mr. Van Alstyne of Central Mortgage and Housing, Ottawa, suggested Co-operative Housing to your committee when he met with them earlier this year. This report should help to link up the goal expressed by Harry Carter with Co-operative Housing. Our discussion of employment capabilities of people living in Africville is also relevant. A Co-operative Housing group would have to know which work they could undertake themselves and which work they would have to use employees or sub-contractors. It might even encourage some member of the group to obtain training in order to undertake some of the work they are unable to perform at present.

If there is sufficient interest I would suggest that Joseph Laben, Housing Specialist at the Sidney office of St. Francis Xavier University, Extension Department, be asked to meet with your committee. He has undertaken various

.....2

C.B. 5

educational programs in Co-operative Housing including
a project in Cape Breton where some negroes were involved.

Now that Don has returned from Bethel we must
continue our discussion on how to get ideas and put them across.

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Milt", written in dark ink.

J.M. McCullagh,
National Liaison Officer.

A cm

19

5787 Ogilvie St.
Halifax, N. S.
September 6, 1963

Mr. Ralph Stoddard
City Clerk
City of Halifax
Nova Scotia

Dear Mr. Stoddard:

Further to our telephone conversation last Friday morning, please find enclosed twenty-five copies of a letter prepared by the HALIFAX ADVISORY COMMITTEE ON HUMAN RIGHTS for submission to City Council.

We should be very much pleased if you would, as indicated during our conversation, (a) convey copies to the Mayor and Aldermen, and (b) include consideration of our letter on the agenda of City Council's forthcoming meeting, next Thursday evening, September 12.

Yours very truly,

HALIFAX ADVISORY COMMITTEE
ON HUMAN RIGHTS

H. A. J. Wedderburn
Chairman
(466-7348)

Donald F. Maclean

Donald F. Maclean
Secretary
(422-4610)



TORONTO AND DISTRICT

LABOUR COMMITTEE FOR HUMAN RIGHTS

SPONSORED BY TORONTO AND DISTRICT LABOUR COUNCIL (CLC)



(?) ca Autumn 1963

CHAIRMAN: EAMON PARK
VICE-CHAIRMAN: HARRY SIMON
TREASURER: GORDON MILLING

EXECUTIVE SECRETARY:
A. ALAN BOROVVOY

11 1/2 SPADINA ROAD
TORONTO 4, ONT.

MEMORANDUM to Halifax Advisory Committee of Human Relations (Reverend Oliver, Mr. and Mrs. Donald Maclean, Fred Brodie, George Davis, Gus Wedderburn, Lloyd Shaw, Mr. and Mrs. Leon Steel, Joe Skinner, Buddy Day)

from A. Alan Borovoy

You will recall on Wednesday evening, August 22nd, we established this little group as an informal advisory committee in the area of human relations. Thus far, the people enumerated above constitute the membership. It is an informal alliance; the members participate as individuals rather than as representatives of organizations. This allows for maximum flexibility. However, when delegations or programmes are planned and the need for further support arises, other organizations can be requested to join in. The organisational contacts of these people will be very helpful in increasing community support for our programme.

The following are reminders concerning the programme to which we have already agreed:

1. Africville--In this connection I have enclosed the draft brief for possible presentation to the City Council--please understand that this brief encompasses a very wide range of possible submissions; it may be that in any given situation only some of them are appropriate. I leave it to you to revise, subtract from, add to the brief in any way you thing advisable. The enclosed draft is simply a guide.
 - The key point here is to maintain contact and consultation with the people of Africville, themselves.
 - At some stage early in the game I would recommend that you send a letter to the City Council indicating your interest in Africville and requesting consultation from them before decisions are made.
 - A real estate appraiser in the Halifax area has indicated his desire to help. He is J. H. Vaughan at 422-7449.

2. Government Education a) I have already drafted a brief for possible presentation to the Prime Minister and/or Minister of Labour requesting an educational programme to inform the people of Nova Scotia about their rights and duties under the Fair Employment and Fair Accommodation Practices Acts.
 - b) I would recommend that this brief be presented as soon as possible to the government. If necessary, the advisory committee could go alone to make the presentation. However, quick support might be enlisted from the NSAACP, the Labour Council, Voice of Women, Africville Association, First Baptist Church, and possibly the Welfare Council of Halifax. (As regards the Welfare Council, I have already seen Mr. Ian McKeegan, the president, who has indicated the great possibility of his organization's

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c) Gus Wedderburn has already indicated that the NSAACP might be prepared to mimeograph the brief and handle its circulation.

d) After the presentation of the brief, I would suggest that the brief be given to newspapers, radio and television.

e) After the presentation, further letters might be sent throughout the community requesting other organizations to write the government and indicate their support.

3. Testing--FAP & Housing--In this regard you will recall that we have already set up test teams to investigate the practices in certain public accommodations presently covered by the FAP Act and in apartment buildings. Our target date for the completion of these tests is October 1st. I have enclosed questionnaires and procedures.

4. Organization--We tentatively agreed that the group would meet somewhere during the second week of September. Mrs. Maclean was to contact Mrs. Steed and the others to set it up. Thus far, Mrs. Maclean has undertaken a very great amount of the responsibility for this group. I would ask that all help be given to her to lighten the load.

In conclusion, I thank you for the terrific support and reception which you gave to me personally. It was a pleasure meeting you; I hope to return as soon as possible to continue this important work. I might say that I have already reported to Sid Blum and he has given me permission to return for about another week some time in October. Please write to me and let me know what is going on and tell me what I can do to help.

Thanks again, and let's hear from you soon.

Sincerely,



A. Alan Irvey,
Executive Secretary

*Please note my special plea for additional help to you
My special thanks for your help.*

- 1 -

STAFF REPORT FOR PRESENTATION TO THE HALIFAX CITY COUNCIL

INTRODUCTION

We are here as a group of deeply troubled citizens. This delegation represents a cross-section of Halifax life--white and coloured, business and labour, religious, housewives, etc. We have united to plead the cause of fair play for the residents of Africville.

We can no longer neglect or ignore the people of Africville. Over sixty years of twentieth century progress have come and gone, leaving none of their benefits for our neighbours at the end of Barrington Street. No roads, nor running water, no sewage, no flush toilets.

The plight of Africville is the guilt of Halifax.

No comparable group of white citizens within these city limits has been left to suffer such conditions. This Negro community is the beneficiary of one hundred and fifty years of criminal neglect. The responsibility is ours.

Today, redevelopment programmes are being planned for Halifax. Now, in addition to all their other woes, the residents of Africville face the threat of eviction. Even though conditions are wretched, the people of Africville enjoy the pride of ownership and the spirit of community. Whether they own their own homes by deed or occupy them as squatters, these homes represent their efforts as builders, providers, and house-holders.

RELOCATION--WHOSE RESPONSIBILITY?

If they were evicted, where would they go? A large percentage of the Africville population is unemployed, not because they are unwilling or unable to work. Like many other able-bodied men in the Maritimes, they have been plagued by the area's chronic unemployment. But the men of Africville have a special problem--they happen to be Negroes. A large number of white employers will not give them work even when jobs are available. Thus, most of these people simply could not afford the accommodations generally available on the Halifax market.

Furthermore, they would face additional discrimination in the housing field. Numerous landlords, real estate agents, owners, and builders will not rent to, sell to, or otherwise deal with Negroes.

Therefore it is our submission that if the City Council forces these people out, the City Council must provide suitable alternative accommodations. We are pleased to note that the City Staff Report has recommended the adoption of this principle. The Staff Report has recommended the absorption of Africville by the large-scale apartment houses currently underway. In a number of cases, this is, undoubtedly, the only answer. However, certain important reservations and problems must be borne in mind.

PROTECT THE RELOCATED

Some positive steps must be taken to provide these relocated people

with the ability to pay rent. For several years many Africvillers have enjoyed an immunity from rent and land taxation. Of course, this situation could not continue. However, the city authorities must recognize that eviction and expropriation should not leave any of these people in a worse position than they are now. The move to better housing would be of very little value if they were subsequently evicted for failure to pay rent. Some way must be found both to boost welfare payments and to stimulate employment throughout the area.

As already indicated, Negroes in this area face a special hardship in their attempts to find jobs. Accordingly, we recommend that city social workers be trained in the procedures and rights prescribed by the Fair Employment Practices Act. Case workers should know the law and should encourage their clients to use the law in combatting colour discrimination.

HOME OWNERSHIP--AN ALTERNATIVE FOR SOME

We must also bear in mind that the move to apartment houses would work an emotional hardship on some of the Africville people. Many Africville residents have lived as virtual home owners for years. No doubt, they will find the transformation to apartment tenants a particularly difficult one. Unfortunately, this problem is not dealt with in the Staff Report.

Accordingly we would recommend that the City Council take steps to provide some of these people with the opportunity to become purchasers of low cost homes. We make this recommendation in full agreement with Professor Stephenson's declaration that "Africville stands as an indictment of society and not of its inhabitants".

It is our contention that one of the best ways to discharge this moral obligation is to assist some of these people in the preservation of their status as homeowners. Needless to say, we agree with the Staff Report insofar as it recommends that the people of Africville be integrated with the rest of the community. Following this approach, we would recommend that low cost homes be equally available to other expropriated homeowners in the Halifax area. In applying this concept also to non-Africvillers, we seek to avoid the perpetuation of ghettoized conditions.

Perhaps all this could be accomplished by selling city land for building on inexpensive terms; perhaps it might be done by the stimulation of new subdivisions with the aid of Provincial and Federal authorities; whatever be the approach, we ask that the city take the initiative.

At this stage, of course, we cannot discuss specific details of price, site, mortgage arrangements, or method of building. We are prepared, as are the people of Africville, to sit down with representatives of this Council to work out the details of a fair and intelligent plan.

OUTLAW HOUSING DISCRIMINATION

In addition, we urge this City Council to petition the Provincial

Government to enact amendments in the Fair Accommodation Practices Act for the prohibition of racial discrimination in the sale and rental of homes and apartments. This legislation should deal with persons who are engaged in real estate transactions and apartment rentals as part of a regular commercial enterprise. In Ontario, for example, there are fair housing provisions which apply to apartment buildings of more than six self-contained units. Several American states deal with contiguously located housing units.

The severe discrimination problems to which we have alluded demand the early enactment of such legislation. We call upon the City Council to add its moral weight to this important cause.

SUMMARY

In summary, we urge the following considerations on the City Council:

1. If the city expropriates, the city must find suitable alternative accommodations.
2. Africville tenants must be integrated with other coloured and white members of the Halifax community in order to avoid perpetuating racial ghettos.
3. Some people should have the opportunity to purchase low cost homes as opposed simply to becoming apartment tenants.
4. Where Africville people are enabled to purchase low cost homes, other expropriated home dwellers in the Halifax area should be entitled to the same opportunities.
5. There should be certain safeguards against further evictions from the new residences for the failure to pay rent arising from the inability to find work.
6. City caseworkers should provide assistance in the filing and processing of FEP complaints in order to protect people against racial discrimination in employment.
7. The city should petition the Provincial Government to outlaw racial and religious discrimination in the commercial sale and rental of real estate and apartments.

It is our conviction that the foregoing principles can provide a guide for the ultimate solution to this difficult problem.

Respectfully submitted,

DRAFT BRIEF FOR PRESENTATION TO PRIME MINISTER AND/OR MINISTER OF LABOUR

This submission concerns racial discrimination in our community. We note with pleasure the fact that our statute books contain legislation prohibiting discrimination in employment and in places of public accommodation. However, despite the existence of these fine laws, we have reason to believe that there is, nevertheless, widespread discrimination even in those areas specifically covered by statute. There are still many employers who refuse jobs to Negroes; there are still several proprietors on the public market who deny Negroes access to their services and facilities.

In this connection, we propose a government-sponsored educational programme. Most people will not knowingly disobey the law. It would, therefore, be appropriate to promote public knowledge of the law. Moreover, very few discrimination victims have come forward to press their complaints. People simply do not know their rights. More knowledge will encourage victims of discrimination to inform the public authorities of such practices. This in turn will result in more concrete efforts to break existing barriers.

Accordingly, we recommend the following:

1. the publication of attractive literature which would explain concisely the provisions of the law, stressing the rights of complainants and the obligations of employers and proprietors. This literature should be disseminated widely throughout the community. For example, we suggest that literature be sent to large employers, manufacturers, personnel associations, trade union, trade associations, vocational service agencies, schools, churches, welfare agencies, ethnic organizations, voluntary groups service clubs etc.
2. advertisements regarding the legislation to appear in the mass media: press releases, postal notices, radio and television announcements, street-car ads, newspaper ads.
3. promotion of conferences and discussions throughout the community. The government could send speakers to address the conventions and meetings of various trade and professional associations. Moreover, the government should initiate conferences and seminars where the law could be explained in terms of their trade and business conditions.

We believe that an aggressive educational programme along these lines would help to develop a more conscientious attitude about our human rights law in the community. More public knowledge would, undoubtedly, result in the prevention of discriminatory conduct on the part of many employers and proprietors. In Ontario and many American states special commissions have been established to conduct educational programmes. Whatever the specific machinery, we hope the government will find a way to implement the foregoing proposals.

Respectfully submitted.

Halifax
Nova Scotia
September 6, 1963

His Worship the Mayor
and Aldermen
City of Halifax
Nova Scotia

Your Worship,
Madam, and Gentlemen:

The Halifax Advisory Committee on Human Rights submits for consideration by City Council the following statement prepared in the interests of the residents of Africville, whose future has been for some time a concern of City Council.

The Halifax Advisory Committee on Human Rights is a volunteer non-delegate group consisting of residents of Africville and citizens living elsewhere in Halifax and its vicinity. The Committee was formed in August 1962, at the invitation of several residents of Africville, to advise in matters related to an anticipated clearance of the Africville land area for industrial use. A list of the Committee's eighteen members is appended.

The Committee has met approximately sixteen times on its own, including two meetings at which City staff members were present; once at City Hall, with representatives of City Council or City staff; and five times at Africville, where public meetings were conducted by the Chairman of the Committee and at which, on one occasion, City staff members were present.

It is clear that residents of Africville have a strong sense of community. A survey which the Committee conducted, through personal interviews with one adult member in each of sixty-nine of the approximately eighty families living in Africville, indicates that the average adult has lived in Africville for thirty-five years. In reply to the question, "If Africville is expropriated, what kind of housing would you like to have, and where?", most respondents indicated that they would prefer to live in the north end of the City and definitely in single-family dwellings with low down-payments and low monthly repayments.

It is clear, also, that residents of Africville vary in their ability to provide acceptable housing accommodation for themselves. The Committee

submits that there are at least two possible means by which acceptable housing might be made available:

(1) By the formation of a limited-dividend housing company on a non-profit basis (under Section 16 of the National Housing Act) for the advantage of Africville residents financially able to benefit from such a formation;

(2) By the construction of high-density housing on the upper slopes of Africville, provided by the City of Halifax in agreement with a corporate body (under provisions of the Municipal Corporation Supplementary Powers Act, 1954) to be made available to persons displaced through the redevelopment program anticipated for the Africville area and, regardless of race, to other citizens of Halifax.

The Committee has concluded, in view of its numerous meetings and consultations, that

- (1) the complexity of property tenure in Africville,
- (2) the strong sense of community in Africville,
- (3) the probable high cost of relocation arrangements likely to be acceptable mutually to Africville residents and the City of Halifax, and the apparent need for special financial arrangements, and
- (4) the depressed condition of housing in Africville, would warrant the City's taking extraordinary measures.

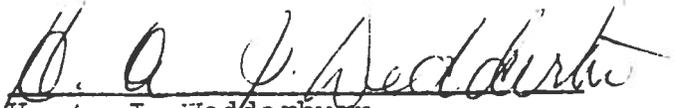
THE COMMITTEE RECOMMENDS, therefore, that City Council engage a person of outstanding qualifications, in training and experience, to study Africville in depth and for the purpose of formulating specific recommendations of sound ways and means of solving problems in housing.

The Committee advises that, as a first step towards implementing its recommendation, City Council bring to Halifax a specialist who would be requested (after a preliminary survey of Africville, and discussion with City staff, with the Halifax Advisory Committee on Human Rights, and with other resources) to state whether, in his judgment, a study in depth is indicated.

The Committee's recommendation is submitted for the reasons intimated above and, also, in the knowledge of an outstanding report published in 1958 by Dr. Albert Rose, Professor of Social Work, University of Toronto, of Canada's first extensive experiment in slum-clearance and urban redevelopment: Regent Park, Toronto. Dr. Rose's report, a record of social and administrative significance, impresses the Committee that a study of like calibre would yield similar far-reaching solutions for Africville. A biographical statement about Dr. Rose is appended.

Yours very truly,

THE HALIFAX ADVISORY COMMITTEE
ON HUMAN RIGHTS


H. A. J. Wedderburn
CHAIRMAN


Donald F. Maclean
SECRETARY
5787 Ogilvie Street
Halifax, Nova Scotia

THE HALIFAX ADVISORY COMMITTEE ON HUMAN RIGHTS

Membership List

Mr. F. C. Brodie
55 Melwood Ave.
Armdale, N. S.

Mr. Harry Carter
1833 Barrington St.
Halifax, N. S.

Rev. Charles Coleman
49½ Cornwallis St.
Halifax, N. S.

Mrs. Wendell Colpitts
Millview, R. B. #1
Bedford, N. S.

Mr. George Davis
100 Maynard St.
Halifax, N. S.

Rabbi Joseph Deitcher
6674 Quinpool Road
Halifax, N. S.

Rabbi Emanuel S. Goldsmith
1055 Lucknow St.
Halifax, N. S.

Mr. John Horricks
255 Barrington St.
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Mr. Ian H. MacKeigan
43 Granville St.
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Mr. & Mrs. Donald F. Maclean
5787 Ogilvie St.
Halifax, N. S.

Mr. George Mantley
1833 Barrington St.
Halifax, N. S.

Rev. W. P. Oliver
R. R. #2
Lower Sackville, N. S.

Mr. Lloyd R. Shaw
16 Annview Avenue
Halifax, N. S.

Mr. & Mrs. Leon Steed
1833 Barrington St.
Halifax, N. S.

Rev. A. W. Verrall
42 Windsor St.
Halifax, N. S.

Mr. H. A. J. Wedderburn
29 Fader St.
Dartmouth, N. S.

DR. ALBERT ROSE

Professor of Social Work
University of Toronto

Dr. Albert Rose graduated in 1939 as a gold medallist in the Honours Political Science and Economics course at the University of Toronto, and he received his Ph.D three years later from the University of Illinois. From 1943 to 1945 he served with the Canadian Army, after which he held the post of Research Director of the Welfare Council of Toronto until, in 1948, he joined the staff of the School of Social Work, University of Toronto, where he is now Professor of Social Work.

Dr. Rose has been associated with the Civic Advisory Council of Toronto, the Canadian Welfare Council, Central Mortgage and Housing Corporation, the Department of Citizenship and Immigration, and the Community Planning Association of Canada.

Dr. Rose has published a number of significant reports on various aspects of housing and metropolitan planning, including An Experimental Study of Local Housing Conditions and Needs, submitted to Central Mortgage and Housing Corporation in 1953, and his principal study, Regent Park: A Study in Slum Clearance, published in 1958.

The Mail-Star

Money Sought To Buy Africville Properties

Total Borrowing Of \$560,000 Recommended

Borrowing resolutions totalling \$560,000 were recommended to Halifax city council Thursday.

These include \$60,000 for property purchases this year in Africville, \$100,000 for restoration of the privateers' warehouse for the Maritime Museum, \$300,000 for land acquisition and clearance in the Uniacke Square Entertainment Area, and land acquisition amounting to \$100,000 for the Harbor Drive to the downtown area.

"The Halifax Human Rights Advisory Committee has been acting as the representative of the people of Africville," City Manager Peter Byars reported to finance committee. "City staff have met twice with the committee itself and once with the committee and residents of the community. The meetings afforded the opportunity to discuss the recommendations approved by council and to investigate alternative courses of action. It is understood the committee has invited several aldermen to attend a meeting. It seems reasonable to expect that a decision on the Africville community can be reached before the end of 1963," reported the city manager.

"No attempt," Mr. Byars said, has been made to negotiate for the acquisition of properties in the community pending completion of talks with the community and with the Halifax Human Rights Advisory Committee. Certain of the properties are subjects of reasonable title and the city should be ready to acquire them immediately they are available," he said.

Expert To Seek Solution For Africville Issue

Prof. Albert Rose, Toronto, Invited

Expert help is to be brought in to solve the Africville housing problem.

Dr. Albert Rose, social work professor at the University of Toronto, is to be asked to come to Halifax to study the problem of re-housing the 80 families living in the area.

Halifax City Council decided on this action last night after receiving a request for such aid from the Halifax Advisory Committee on Human Rights. Dr. Rose will be invited to visit the city soon for preliminary discussions before making a study of the whole problem.

The human rights committee in a letter to council, said there are at least two possible means by which acceptable housing might be made available. A limited dividend housing company might be formed in which Africville residents with sufficient means might participate. Secondly, a high density housing project might be built on the upper slopes of Africville to be made available to persons displaced through redevelopment of the area and to other citizens, regardless of race.

The human rights committee reported that Dr. Albert Rose, University of Toronto Social Work Professor, was one expert who would be able to conduct the recommended study, and describes his past work and qualifications.

The text of the Halifax Advisory Committee On Human Rights' letter to council, along with the committee's membership list and a biographical statement about Dr. Rose is reported on Page 24.

Advisory Committee

Submits Letter To City Council

THE MAIL-STAR Friday, September 13, 1963

Following is the letter submitted to Halifax City Council by the Halifax Advisory Committee on human rights:

"The Halifax Advisory Committee on Human Rights submits for consideration by City Council the following statement prepared in the interests of the residents of Africville, whose future has been for some time a concern of City Council.

"The Halifax Advisory Committee on Human Rights is a volunteer non-delegate group consisting of residents of Africville and citizens living elsewhere in Halifax and its vicinity. The committee was formed in August 1962, at the invitation of several residents of Africville, to advise in matters related to an anticipated clearance of the Africville land area for industrial use. A list of the committee's 18 members is appended.

"The committee has met approximately 16 times on its own, including two meetings at which city staff members were present; once at City Hall, with representatives of City Council or city staff; and five times at Africville, where public meetings were conducted by the chairman of the committee and at which, on

one occasion, city staff members were present.

"It is clear that residents of Africville have a strong sense of community. A survey which the committee conducted, through personal interviews with one adult member in each of 69 of the approximately 80 families living in Africville, indicates that the average adult has lived in Africville for 35 years. In reply to the ques-

tion, "If Africville is expropriated, what kind of housing would you like to have, and where," most respondents indicated that they would prefer to live in the north end of the city and definitely in single-family dwellings with low down payments and low monthly repayments.

"It is clear, also, that residents of Africville vary in their ability to provide acceptable housing accommodation for themselves. The committee submits that there are at least two possible means by which acceptable housing might be made available.

"(1) By the formation of a limited-dividend housing company on a non-profit basis (under Section 16 of the National Housing Act) for the advantage of Africville residents fi-

nancially able to benefit from such a formation;

"(2) By the construction of high-density housing on the upper slopes of Africville, provided by the City of Halifax in agreement with a corporate body (under provisions of the Municipal Corporation Supplementary Powers Act, 1954) to be made available to persons displaced through the redevelopment program anticipated for the Africville area and, regardless of race, to other citizens of Halifax.

"The committee has concluded, in view of its numerous meetings and consultations, that

(1) the complexity of property tenure in Africville,

(2) the strong sense of community in Africville,

(3) the probable high cost of relocation arrangements likely to be acceptable mutually to Africville residents and the City of Halifax, and the apparent need for special financial arrangements, and

(4) the depressed condition of housing in Africville, would warrant the city's taking extraordinary measures. The committee recommends, therefore, that City Council engage

a person of outstanding qualifications, in training and experience, to study Africville in depth and for the purpose of formulating specific recommendations of sound ways and means of solving problems in housing.

"The committee advises that, as a first step towards implementing its recommendation, City Council bring to Halifax a specialist who would be requested (after a preliminary survey of Africville, and discussion with city staff, with the Halifax Advisory Committee on Human Rights, and with other resources) to state whether, in his judgment, a study in depth is indicated.

"The committee's recommendation is submitted for the reasons intimated above and, also, in the knowledge of an outstanding report published in 1958 by Dr. Albert Rose, professor of social work, University of Toronto, of Canada's first extensive experiment in slum-clearance and urban redevelopment: Regent Park, Toronto. Dr. Rose's report, a record of social and administrative significance, impresses the committee that a study of like calibre would yield similar far-reaching solutions for Africville. A biographical statement about Dr. Rose is appended."

Appended to the letter signed by H. A. J. Wedderburn, chairman and D. F. Maclean, secretary, was a list of committee members:

F. C. Brodie, 55 Melwood Avenue, Armdale; Harry Carter, 1833 Barrington Street; Rev. Charles Coleman, 49 1/2 Cornwallis Street; Mrs. Wendell Colpitts, Millview, R.R. 1, Bedford; George Davis, 100 Maynard Street; Rabbi Joseph Deltcher, 8674 Quinpool Road; Rabbi Emanuel S. Goldsmith, 1055 Lucknow Street; John Horlicka, 255 Barrington Street; Ian M. MacKeigan, 43 Granville Street; Mr. and Mrs. Donald F. MacLean, 5787 Ogilvie Street; George Mantley, 1833 Barrington Street; Rev. W. P. Oliver, R.R. 2, Lower Sackville; Lloyd R. Shaw, 16 Armview Avenue; Mr. and Mrs.

Leon Steed, 1833 Barrington Street; Rev. A. W. Verrall, 42 Windsor Street; H. A. J. Wedderburn, 29 Fader Street.

Following is the biographical sketch of Dr. Rose which was also appended to the letter:

Dr. Albert Rose graduated in 1939 as a gold medalist in the honors political science and economics course at the University of Toronto, and he received his Ph. D. three years later from the University of Illinois. From 1943 to 1945 he served with the Canadian Army, after which he held the post of research director of the Welfare Council of Toronto until, in 1948, he joined the staff of the School of Social Work, University of Toronto, where he is now professor of social work.

"Dr. Rose has been associated with the Civic Advisory Council of Toronto, the Canadian Welfare Council, Central Mortgage and Housing Corporation, the Department of Citizenship and Immigration, and the Community Planning Association of Canada.

"Dr. Rose has published a number of significant reports on various aspects of housing and metropolitan planning, including *An Experimental Study of Local Housing Conditions and Needs*, submitted to Central Mortgage and Housing Corporation in 1953, and his principal study, *Regent Park: A Study in Slum Clearance*, published in 1958."



THE ROTARY CLUB OF HALIFAX

CLUB No. 81 ESTABLISHED MAY 5TH, 1913

CLUB HEADQUARTERS — NOVA SCOTIAN HOTEL

NOVA SCOTIA, CANADA



November 12, 1963.

Mr. Donald MacLean,
Dalhousie Institute of Public Affairs,
Dalhousie University,
Halifax.

Dear Mr. MacLean,

The Honourable W. S. Kennedy Jones, as Chairman of the Inter-Departmental Committee on Human Rights, wrote the Rotary Club of Halifax advising that the Province was desirous of bringing in an outstanding speaker on December 10th to commemorate that day, which was adopted by the General Assembly of the United Nations 15 years ago as Human Rights Day.

His suggestion that the Rotary Club become interested in this field has been unanimously accepted and arrangements are being finalized by the Province to bring in Mr. James Dumpson, Commissioner of Welfare for the City of New York, on December 10th. Mr. Dumpson, a negro, is a top man in the welfare field.

It is felt that the national and international importance of Human Rights is such that the joint sponsorship of the commemoration of Human Rights Day, and of the meeting at which Mr. Dumpson is to speak, by all service clubs in the Halifax area, is justified.

The Rotary Club of Halifax, therefore, extends to you, as a member of the Executive of the Halifax Inter-racial Council, an invitation to be present at this joint meeting of service clubs to be held on December 10th, at 12.30 p.m., at the Nova Scotian Hotel.

Yours sincerely,

L. S. Gophtill
Laurence S. Gophtill,
President.

LG/h

MEETS TUESDAYS 12:30 P.M. — NOVA SCOTIAN HOTEL

C O P Y

December 6, 1963

REPORT OF A VISIT TO HALIFAX WITH PARTICULAR
RESPECT TO AFRICVILLE

November 24-26, 1963

To: His Worship the Mayor and
Members of City Council.

From: Dr. Albert Rose,
Professor of Social Work,
University of Toronto.

Terms of Reference

On September 6, 1963, the Halifax Advisory Committee on Human Rights submitted a Brief to City Council in which the following recommendation appeared (P.2):

"The Committee has concluded, in view of its numerous meetings and consultations, that

- (1) the complexity of property tenure in Africville,
- (2) the strong sense of community in Africville,
- (3) the probable high cost of relocation arrangements likely to be acceptable mutually to Africville residents and the City of Halifax, and the apparent need for special financial arrangements, and
- (4) the depressed condition of housing in Africville,

would warrant the City's taking extraordinary measures.

The Committee recommends, therefore, that City Council engage a person of outstanding qualifications, in training and experience, to study Africville in depth and for the purpose of formulating specific recommendations of sound ways and means of solving problems in housing.

The Committee advises that, as a first step towards implementing its recommendation, City Council bring to Halifax a specialist who would be requested (after a preliminary survey of Africville, and discussion with City staff, with the Halifax Advisory Committee on Human Rights, and with other resources) to state whether, in his judgment, a study in depth is indicated."

The Committee further recommended that this writer be the specific specialist invited to visit Halifax and "to state whether, in his judgment, a study in depth is indicated."

Implementation

Mr. P. F. C. Byars, City Manager, extended the appropriate invitation on September 16, 1963, but first the responsibilities of the writer at the University of Toronto and later, the responsibilities of Mr. Byars and his staff, delayed the fulfillment of this undertaking until late November. In the meantime, however, I was enabled to read all the available staff reports on the situation in Africville, a number of magazine articles commenting upon this community, and the report of the Institute of Public Affairs, Dalhousie University, entitled "The Condition of the Negroes of Halifax City, Nova Scotia."

During my recent visit of some 48 hours I was able to tour the community under study and to interview or otherwise consult the following persons or groups:

Members of the Staff, City of Halifax

Mr. Peter F. C. Byars	- City Manager
Mr. Robert Grant	- Director, Development Department
Mr. George F. West	- Commissioner of Works
Dr. Edward M. Fogo	- Commissioner of Health and Welfare
Mr. H. Bond Jones	- Supervisor of Welfare

University and Community Specialists

Mr. Guy Henson) Mr. Donald F. Maclean)	- Institute of Public Affairs, Dalhousie University
Mr. Laurie T. Hancock	- Director, Maritime School of Social Work.
Mr. John Horricks	- Executive Secretary Welfare Council of Halifax.

Halifax Advisory Committee on Human Rights

The Halifax Advisory Committee on Human Rights convened a special meeting, attended by 13 of its members, for the purpose of considering the entire situation with the writer. This meeting, on the evening of November 25th, occupied four hours and was the most important confrontation of my visit.

The Present Situation

The community known as Africville, within the municipal boundaries of the City of Halifax, is without doubt one of the most intensively studied communities in North America. It has been the subject, in whole or in part, of articles in Macleans Magazine and the United Church Observer, of radio and television programmes, and of research studies by the Institute of Public Affairs, Dalhousie University and the graduate students of the Maritime School of Social Work, Halifax. In recent years as well, the Development Department of the City has devoted a considerable effort to the study and reporting of this community.

A great many basic facts, the fundamental data required for the re-planning of the area and the relocation of its residents, are already known. These data include: the number and composition of all resident families; the age and sex distribution of all residents; the number, nature and condition of all structures considered to fall within the community, whether residential or otherwise; the length of residence of families living in Africville, the labour force status, employment and unemployment, and approximate annual incomes for 1959; the mean age and grade of school children and their intelligence scores in a recent year; the number and proportion of resident families who claim to have a deed to property in Africville; and the preference of such families for relocation housing if and when their community is redeveloped by the City of Halifax for the purpose of creating a reservoir of industrial land.

As a result of the concern of the larger community in Halifax with the situation in Africville, the City Manager and members of civic staff have prepared a number of substantial reports concerning this community, particularly during the past eighteen months. In my view the work of the staff has been excellent and the reports are

impressive. The many difficult questions raised by the residents of Africville and by the Advisory Committee on Human Rights have been answered fully, frankly and sympathetically. (Reports dated July 23, 1962; September 11, 1962; November 26, 1962, January 23, 1963).

My meetings on November 25-26, 1963, and in particular a long and frank discussion with the Advisory Committee, have provided further important information and opinion. On the evening of November 25th, I raised three significant issues of public policy in the form of questions for consideration by this Committee, half of whom are coloured people, representatives of Africville and perhaps of the Negroes of Halifax, broadly speaking. These questions were:

1. Can a modern urban metropolis tolerate within its midst a community or grouping of dwellings which are physically and socially inadequate, not served with pure water and sewage disposal facilities?
2. Can a minority group be permitted to reconstitute itself as a segregated community at a time in our history, at a time in the social history of western industrialized urban nations, when segregation either de jure (in law) or de facto (in fact) is almost everywhere condemned?
3. Are there solutions to the immediate problem at hand which are feasible, sensible and just, and which will cause a modest, as against a massive, disruption to the families and individuals concerned?

The answers of the members of the Committee, without reference to race or colour, as individuals and as members of the group, were "No!" to the first two of these questions and an expression of hope and faith in the policies and attitudes of the people of Halifax in response to the third question.

The Major Findings of the Study Visit

1. The residents of Africville appear ready and to some extent

eager to negotiate a settlement concerning the ultimate disposition of their community.

The leaders of the community readily admit that Africville is a slum, that it should be cleared and that it would long since have been cleared if its inhabitants were of a different racial background.

2. In any negotiation the unique situation of Africville must be given special weight by the civic administration and the people of Halifax.

There is literally no community in Canada, perhaps none in North America, quite like Africville. Its long history, its special population and their employment characteristics, the years of neglect of this community by the administration of the City of Halifax, the unique importance of this settlement for all the people of Nova Scotia and for Canada, must be borne in mind by the negotiators.

These negotiations must not be diverted or subverted by the argument frequently heard by this investigator, that one or more features of a possible settlement will set a precedent. Africville will not, we trust, occur again, and its solution will not become a precedent. The settlement reached by the City of Halifax must be just and humane and its special features need not be extended to those present or future pleaders whose situation in the face of urban redevelopment will not in any real sense approximate that of the residents of Africville.

3. The expropriation of Africville and the relocation of its residents is far more than a housing problem. In essence this process is a welfare problem, not a mere problem of financial assistance but a multi-dimensional task.

This is the first time in a quarter-century of slum clearance, public housing, and redevelopment activity in North America, that the removal of a severely blighted area will take away from a large

proportion of the residents, not merely their housing and their sense of community, but their employment and means of livelihood as well (in this case, scavenging on the adjacent city rubbish disposal area.)

4. The people of Africville are not, by and large, chronically dependent upon public funds for support. They are a proud people who go to great lengths to remain independent and ask for financial assistance "as a last resort." At the present time approximately ten families only are in receipt of welfare assistance provided through the City of Halifax. The Dalhousie Study revealed one family in six headed by a female person but not all of these are "dependent families." Some male heads of families are, however, nearing retirement age and may soon have little or no income beyond the old age pension.

There is a very real danger that the dislocation attendant upon expropriation and relocation will be so disruptive of existing living patterns that many more families will require and seek public assistance. To prevent this as far as possible will require a great deal of planning by the City of Halifax and many community groups.

5. The fundamental needs of the people of Africville are housing, employment and income. A careful assessment will need to be made of the circumstances of each family.

The housing solution can be viewed as a tri-partite undertaking:

- (1) There are certain families (estimated by the Development Department at 12 to 15 and by the Advisory Committee at 20 to 25 in number) who possess an acceptable deed or title to their property in Africville.

It is believed that these families will receive a sufficient amount of money as a result of the expropriation proceedings to enable them to meet the down payment requirements in the purchase of suitable older houses in the downtown area.

- (2) There are certain families. (estimated by the writer at 25-50 in number) who will seek admission to public housing.

Their major problem will be to maintain the payment of rent and service charges (payments to which they are not now accustomed) and to adjust to a new system of rules and regulations in publicly provided housing accommodation.

From the point of view of the community, and in the interests of these families, applicants for public housing from Africville should be distributed among new public housing projects under construction or projected for the future, in the ratio of about 20 per cent of all families in occupancy.

- (3) The bulk of the families (estimated at half or more of the approximately 80 families resident in Africville) will likely arrange their own relocation housing and probably will seek rental accommodation within Halifax or elsewhere in the Province of Nova Scotia.

In the case of the latter two groups, where no clear title or acceptable evidence of ownership exists, the City has offered a flat sum of \$500 per family as a compensation, in recognition of the equity these families have in this long-standing community.

6. The related problems of employment and income are not solved by a process of relocation and compensation and cannot be met in this manner, even if compensation were increased.

Those persons from Africville who are employable must be assisted to seek and obtain employment suited to their skills and experience, if any, within the City of Halifax or its Metropolitan Area. This will require not merely the acceptance and enforcement of the Fair Employment Practices Act of the Province of Nova Scotia but more especially, a change in attitude and the sympathetic understanding of the employers, workers, consumers and general citizenry of the community.

Those persons who do not appear to possess marketable skills or experience must be assisted to obtain vocational guidance, counselling and, if possible, training or retraining.

7. The residents of Africville are seeking, therefore, a system of assurances or guarantees as a part of the settlement to be negotiated. Their concerns include the following:

- that the City of Halifax will guarantee the monthly rental, if necessary, for families admitted to public housing, during a period of readjustment which might be limited to six months;
- that welfare assistance will be made available without prejudice, to relocated residents of Africville as they seek to create new living patterns within the City;
- that Africville families seeking to purchase houses in Halifax will be assisted to find accommodation at a fair market price and that legal advice will be available;
- that Africville families will not be forced, through discrimination in the housing market, to seek accommodation only in those areas slated for redevelopment within the next few years;
- that the Civic Administration will seek to encourage the people of Halifax to offer employment to coloured people and to cease discrimination against those whose address is now known to be in Africville.

Conclusions and Recommendations

The writer was asked to state whether, in his judgment, a study (of Africville) in depth is indicated. It is my carefully considered view that no further research in depth is required or is likely to be helpful in the solution of the problems described in this report.

The time has come, in my view, for the City and the people of Halifax to cease the study and the debate and to formulate and promulgate clearly, a policy and a programme of social action with respect to Africville. The writer, accordingly, recommends that:

1. The City Council of Halifax enunciate a clear policy that the community of Africville will be expropriated and cleared during the period commencing April 1, 1964 (or shortly thereafter) and

that this process will be completed not later than December 31, 1966;

2. The Civic Administration enter into early negotiations with the representatives of Africville and the Advisory Committee on Human Rights, to work out the design and the staging of the clearance and relocation programme;

3. The Civic Administration encourage families to come forward voluntarily to negotiate settlements in respect of their property in Africville, whether such property is clearly owned or not;

4. The expropriation settlements recognize the special situation described in this report and that the compensation presently offered by the City to those without a deed be considered a minimum amount;

5. The compensation for this latter group be varied in accordance with size of family and/or marital status, recognizing the special needs of unmarried mothers with dependent children;

6. The Halifax Housing Authority be encouraged to admit a number of families relocated from Africville into each new housing project as it reaches completion, in the ratio of approximately one in every five families accommodated;

7. The Development Department of the City be assigned the responsibility of administering the entire relocation programme and that for this purpose a special budget be appropriated to enable:

(a) the employment of a trained social worker or social scientist to visit and document the social and economic situation and requirements of each family unit or single individual, and to recommend the order or priority of relocation; and

(b) the development of a registry of available housing for sale or for rent (outside public housing) which might be suitable for families or persons relocated from Africville; and

(c) the creation of a special relocation fund to assist families who require furniture or equipment to enable them to function properly and live decently in their new accommodation.

8. The City of Halifax provide free legal aid through its Legal Department and the enlistment of volunteers from the legal profession, to assist Africville residents to purchase homes or otherwise relocate themselves without payment of exorbitant charges, fees or other levies.

The writer will conclude this report by repeating a statement he made to the Advisory Committee on Human Rights during his recent visit to Halifax, in the following words:

"Surely the coloured man is entitled to no less and no more consideration than the white resident of an urban redevelopment area! At the same time, because his needs are greater in nature and amount (education, employment, civil rights) he should and will receive greater consideration. Yet he must make an effort to express these needs."

If the social and economic assistances recommended in this report, or similar programmes, are forthcoming and are administered with sympathy and understanding, we may look forward to a relatively smooth process of relocation and redevelopment. The alternative is a condition of chronic dependency for many of the families under study. The staff of the City of Halifax should seek the support and assistance of all community groups to forestall this unfortunate possible outcome of years of study and effort.

Respectfully submitted,

(Sgd.) Albert Rose

Dr. Albert Rose

University of Toronto,
December 6, 1963.

File No. D862

Redevelopment Committee
December 17, 1963

Finance and Executive
Committee
December 19, 1963

TO: His Worship the Mayor and
Members of the Redevelopment Committee
and Finance and Executive Committee

FROM: P. F. C. Byars, City Manager

DATE: December 12, 1963

SUBJECT: Africville

Attached is a copy of a report dated December 6, 1963 from Doctor Albert Rose in respect of Africville. This report results from Doctor Rose's recent visit to Halifax at the request of the City. Attached also for information purposes is one copy each of the Staff Reports of July 23, 1962, September 11, 1962, November 26, 1962, and January 23, 1963. These reports are referred to in Doctor Rose's submission.

The report from Doctor Rose is straightforward and self-explanatory. In essence, Doctor Rose's conclusions are:

1. Further studies of the Africville area would not assist in the solution of the problem;
2. The City should declare that it will acquire and clear the properties in the Africville area over a period of about two years and nine months under a carefully phased programme;
3. That persons with title to the property either through possession or by deed should be compensated at full market value. This was in accordance with Staff recommendations;
4. That persons who were the apparent owners of structures but with no legal claim to land should be paid a minimum of \$500 with additional compensation to be based on family size and/or marital status.

The Staff Report recommended a flat payment of \$500 in these cases as the owners of the structures would have no legal basis on which to claim compensation;

5. That all families displaced as a result of acquisition and clearance should be offered accommodation in regular public housing projects constructed or to be constructed by the City. Doctor Rose advises against the establishment of a special public housing project for the residents of the area. Doctor Rose's recommendations in respect of re-housing coincide with the original Staff Report.

6. Because of the nature of the community, the problems of employment and accommodation, that extraordinary measures should be taken on the matter of guidance and assistance during the gradual re-allocation process. The details of the type of assistance suggested is set forth within the body of the report.

If City Council accepts the proposals set forth by Doctor Rose, there appears to be only one recommendation which might cause difficulty. This is the proposal to pay compensation to the owners of structures, as opposed to the owners of land, on the size of the family or the marital status of the owners. If City Council is prepared to consider compensation beyond \$500 for families in this category, it would probably be easier to establish a formula based upon the value of the structure than upon the occupants. The minimum compensation might be established at \$500.

Respectfully submitted,



P. F. C. Byars
City Manager

RBG/mep
Attachments

C O P Y

December 6, 1963

REPORT OF A VISIT TO HALIFAX WITH PARTICULAR
RESPECT TO AFRICVILLE

November 24-26, 1963

To: His Worship the Mayor and
Members of City Council.

From: Dr. Albert Rose,
Professor of Social Work,
University of Toronto.

Terms of Reference

On September 6, 1963, the Halifax Advisory Committee on Human Rights submitted a Brief to City Council in which the following recommendation appeared (P.2):

"The Committee has concluded, in view of its numerous meetings and consultations, that

- (1) the complexity of property tenure in Africville,
- (2) the strong sense of community in Africville,
- (3) the probable high cost of relocation arrangements likely to be acceptable mutually to Africville residents and the City of Halifax, and the apparent need for special financial arrangements, and
- (4) the depressed condition of housing in Africville,

would warrant the City's taking extraordinary measures.

The Committee recommends, therefore, that City Council engage a person of outstanding qualifications, in training and experience, to study Africville in depth and for the purpose of formulating specific recommendations of sound ways and means of solving problems in housing.

The Committee advises that, as a first step towards implementing its recommendation, City Council bring to Halifax a specialist who would be requested (after a preliminary survey of Africville, and discussion with City staff, with the Halifax Advisory Committee on Human Rights, and with other resources) to state whether, in his judgment, a study in depth is indicated."

The Committee further recommended that this writer be the specific specialist invited to visit Halifax and "to state whether, in his judgment, a study in depth is indicated."

Implementation

Mr. P. F. C. Byars, City Manager, extended the appropriate invitation on September 16, 1963, but first the responsibilities of the writer at the University of Toronto and later, the responsibilities of Mr. Byars and his staff, delayed the fulfillment of this undertaking until late November. In the meantime, however, I was enabled to read all the available staff reports on the situation in Africville, a number of magazine articles commenting upon this community, and the report of the Institute of Public Affairs, Dalhousie University, entitled "The Condition of the Negroes of Halifax City, Nova Scotia."

During my recent visit of some 48 hours I was able to tour the community under study and to interview or otherwise consult the following persons or groups:

Members of the Staff, City of Halifax

Mr. Peter F. C. Byars	- City Manager
Mr. Robert Grant	- Director, Development Department
Mr. George F. West	- Commissioner of Works
Dr. Edward M. Fogo	- Commissioner of Health and Welfare
Mr. H. Bond Jones	- Supervisor of Welfare

University and Community Specialists

Mr. Guy Henson)	- Institute of Public Affairs, Dalhousie University
Mr. Donald F. Maclean)	
Mr. Laurie T. Hancock	- Director, Maritime School of Social Work.
Mr. John Horricks	- Executive Secretary Welfare Council of Halifax.

Halifax Advisory Committee on Human Rights

The Halifax Advisory Committee on Human Rights convened a special meeting, attended by 13 of its members, for the purpose of considering the entire situation with the writer. This meeting, on the evening of November 25th, occupied four hours and was the most important confrontation of my visit.

The Present Situation

The community known as Africville, within the municipal boundaries of the City of Halifax, is without doubt one of the most intensively studied communities in North America. It has been the subject, in whole or in part, of articles in Macleans Magazine and the United Church Observer, of radio and television programmes, and of research studies by the Institute of Public Affairs, Dalhousie University and the graduate students of the Maritime School of Social Work, Halifax. In recent years as well, the Development Department of the City has devoted a considerable effort to the study and reporting of this community.

A great many basic facts, the fundamental data required for the re-planning of the area and the relocation of its residents, are already known. These data include: the number and composition of all resident families; the age and sex distribution of all residents; the number, nature and condition of all structures considered to fall within the community, whether residential or otherwise; the length of residence of families living in Africville, the labour force status, employment and unemployment, and approximate annual incomes for 1959; the mean age and grade of school children and their intelligence scores in a recent year; the number and proportion of resident families who claim to have a deed to property in Africville; and the preference of such families for relocation housing if and when their community is redeveloped by the City of Halifax for the purpose of creating a reservoir of industrial land.

As a result of the concern of the larger community in Halifax with the situation in Africville, the City Manager and members of civic staff have prepared a number of substantial reports concerning this community, particularly during the past eighteen months. In my view the work of the staff has been excellent and the reports are

impressive. The many difficult questions raised by the residents of Africville and by the Advisory Committee on Human Rights have been answered fully, frankly and sympathetically. (Reports dated July 23, 1962; September 11, 1962; November 26, 1962, January 23, 1963).

My meetings on November 25-26, 1963, and in particular a long and frank discussion with the Advisory Committee, have provided further important information and opinion. On the evening of November 25th, I raised three significant issues of public policy in the form of questions for consideration by this Committee, half of whom are coloured people, representatives of Africville and perhaps of the Negroes of Halifax, broadly speaking. These questions were:

1. Can a modern urban metropolis tolerate within its midst a community or grouping of dwellings which are physically and socially inadequate, not served with pure water and sewage disposal facilities?
2. Can a minority group be permitted to reconstitute itself as a segregated community at a time in our history, at a time in the social history of western industrialized urban nations, when segregation either de jure (in law) or de facto (in fact) is almost everywhere condemned?
3. Are there solutions to the immediate problem at hand which are feasible, sensible and just, and which will cause a modest, as against a massive, disruption to the families and individuals concerned?

The answers of the members of the Committee, without reference to race or colour, as individuals and as members of the group, were "No!" to the first two of these questions and an expression of hope and faith in the policies and attitudes of the people of Halifax in response to the third question.

The Major Findings of the Study Visit

1. The residents of Africville appear ready and to some extent

eager to negotiate a settlement concerning the ultimate disposition of their community.

The leaders of the community readily admit that Africville is a slum, that it should be cleared and that it would long since have been cleared if its inhabitants were of a different racial background.

2. In any negotiation the unique situation of Africville must be given special weight by the civic administration and the people of Halifax.

There is literally no community in Canada, perhaps none in North America, quite like Africville. Its long history, its special population and their employment characteristics, the years of neglect of this community by the administration of the City of Halifax, the unique importance of this settlement for all the people of Nova Scotia and for Canada, must be borne in mind by the negotiators.

These negotiations must not be diverted or subverted by the argument frequently heard by this investigator, that one or more features of a possible settlement will set a precedent. Africville will not, we trust, occur again, and its solution will not become a precedent. The settlement reached by the City of Halifax must be just and humane and its special features need not be extended to those present or future pleaders whose situation in the face of urban redevelopment will not in any real sense approximate that of the residents of Africville.

3. The expropriation of Africville and the relocation of its residents is far more than a housing problem. In essence this process is a welfare problem, not a mere problem of financial assistance but a multi-dimensional task.

This is the first time in a quarter-century of slum clearance, public housing, and redevelopment activity in North America, that the removal of a severely blighted area will take away from a large

proportion of the residents, not merely their housing and their sense of community, but their employment and means of livelihood as well (in this case, scavenging on the adjacent city rubbish disposal area.)

4. The people of Africville are not, by and large, chronically dependent upon public funds for support. They are a proud people who go to great lengths to remain independent and ask for financial assistance "as a last resort." At the present time approximately ten families only are in receipt of welfare assistance provided through the City of Halifax. The Dalhousie Study revealed one family in six headed by a female person but not all of these are "dependent families." Some male heads of families are, however, nearing retirement age and may soon have little or no income beyond the old age pension.

There is a very real danger that the dislocation attendant upon expropriation and relocation will be so disruptive of existing living patterns that many more families will require and seek public assistance. To prevent this as far as possible will require a great deal of planning by the City of Halifax and many community groups.

5. The fundamental needs of the people of Africville are housing, employment and income. A careful assessment will need to be made of the circumstances of each family.

The housing solution can be viewed as a tri-partite undertaking:

- (1) There are certain families (estimated by the Development Department at 12 to 15 and by the Advisory Committee at 20 to 25 in number) who possess an acceptable deed or title to their property in Africville.

It is believed that these families will receive a sufficient amount of money as a result of the expropriation proceedings to enable them to meet the down payment requirements in the purchase of suitable older houses in the downtown area.

- (2) There are certain families (estimated by the writer at 25-50 in number) who will seek admission to public housing.

Their major problem will be to maintain the payment of rent and service charges (payments to which they are not now accustomed) and to adjust to a new system of rules and regulations in publicly provided housing accommodation.

From the point of view of the community, and in the interests of these families, applicants for public housing from Africville should be distributed among new public housing projects under construction or projected for the future, in the ratio of about 20 per cent of all families in occupancy.

- (3) The bulk of the families (estimated at half or more of the approximately 80 families resident in Africville) will likely arrange their own relocation housing and probably will seek rental accommodation within Halifax or elsewhere in the Province of Nova Scotia.

In the case of the latter two groups, where no clear title or acceptable evidence of ownership exists, the City has offered a flat sum of \$500 per family as a compensation, in recognition of the equity these families have in this long-standing community.

6. The related problems of employment and income are not solved by a process of relocation and compensation and cannot be met in this manner, even if compensation were increased.

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Those persons who do not appear to possess marketable skills or experience must be assisted to obtain vocational guidance, counselling and, if possible, training or retraining.

7. The residents of Africville are seeking, therefore, a system of assurances or guarantees as a part of the settlement to be negotiated. Their concerns include the following:

- that the City of Halifax will guarantee the monthly rental, if necessary, for families admitted to public housing, during a period of readjustment which might be limited to six months;
- that welfare assistance will be made available without prejudice, to relocated residents of Africville as they seek to create new living patterns within the City;
- that Africville families seeking to purchase houses in Halifax will be assisted to find accommodation at a fair market price and that legal advice will be available;
- that Africville families will not be forced, through discrimination in the housing market, to seek accommodation only in those areas slated for redevelopment within the next few years;
- that the Civic Administration will seek to encourage the people of Halifax to offer employment to coloured people and to cease discrimination against those whose address is now known to be in Africville.

Conclusions and Recommendations

The writer was asked to state whether, in his judgment, a study (of Africville) in depth is indicated. It is my carefully considered view that no further research in depth is required or is likely to be helpful in the solution of the problems described in this report.

The time has come, in my view, for the City and the people of Halifax to cease the study and the debate and to formulate and promulgate clearly, a policy and a programme of social action with respect to Africville. The writer, accordingly, recommends that:

1. The City Council of Halifax enunciate a clear policy that the community of Africville will be expropriated and cleared during the period commencing April 1, 1964 (or shortly thereafter) and

that this process will be completed not later than December 31, 1966;

2. The Civic Administration enter into early negotiations with the representatives of Africville and the Advisory Committee on Human Rights, to work out the design and the staging of the clearance and relocation programme;

3. The Civic Administration encourage families to come forward voluntarily to negotiate settlements in respect of their property in Africville, whether such property is clearly owned or not;

4. The expropriation settlements recognize the special situation described in this report and that the compensation presently offered by the City to those without a deed be considered a minimum amount;

5. The compensation for this latter group be varied in accordance with size of family and/or marital status, recognizing the special needs of unmarried mothers with dependent children;

6. The Halifax Housing Authority be encouraged to admit a number of families relocated from Africville into each new housing project as it reaches completion, in the ratio of approximately one in every five families accommodated;

7. The Development Department of the City be assigned the responsibility of administering the entire relocation programme and that for this purpose a special budget be appropriated to enable:

- (a) the employment of a trained social worker or social scientist to visit and document the social and economic situation and requirements of each family unit or single individual, and to recommend the order or priority of relocation; and
- (b) the development of a registry of available housing for sale or for rent (outside public housing) which might be suitable for families or persons relocated from Africville; and

(c) the creation of a special relocation fund to assist families who require furniture or equipment to enable them to function properly and live decently in their new accommodation.

8. The City of Halifax provide free legal aid through its Legal Department and the enlistment of volunteers from the legal profession, to assist Africville residents to purchase homes or otherwise relocate themselves without payment of exorbitant charges, fees or other levies.

The writer will conclude this report by repeating a statement he made to the Advisory Committee on Human Rights during his recent visit to Halifax, in the following words:

"Surely the coloured man is entitled to no less and no more consideration than the white resident of an urban redevelopment area! At the same time, because his needs are greater in nature and amount (education, employment, civil rights) he should and will receive greater consideration. Yet he must make an effort to express these needs."

If the social and economic assistances recommended in this report, or similar programmes, are forthcoming and are administered with sympathy and understanding, we may look forward to a relatively smooth process of relocation and redevelopment. The alternative is a condition of chronic dependency for many of the families under study. The staff of the City of Halifax should seek the support and assistance of all community groups to forestall this unfortunate possible outcome of years of study and effort.

Respectfully submitted,

(Sgd.) Albert Rose

Dr. Albert Rose

University of Toronto,
December 6, 1963.

A COPY

Halifax,
Nova Scotia
January 10, 1964

His Worship the Mayor
and Aldermen
City of Halifax
Nova Scotia

Your Worship,
Madam, and Gentlemen:

The Rose Report and its recommendations have been approved unanimously by the Halifax Advisory Committee on Human Rights and by ninety per cent of the residents of Africville who attended a public meeting at Africville held, under the Committee's auspices, on Thursday evening, January 9 1964.

The Committee would invite attention to its comments about three matters dealt with in the Report:

(1) The Report reads, on page six, "It is believed that (certain) families will receive a sufficient amount of money as a result of the expropriation proceedings to enable them to meet the down payment requirements in the purchase of suitable older houses in the downtown area." The Committee submits that this sentence should have read, "... to enable them to meet the down payment requirements in the purchase of suitable houses." It is feared that the "suitable older houses in the downtown area" might well prove to be houses in areas slated for early redevelopment and necessitate a further relocation of families now resident in Africville. A concern that this necessity not arise is expressed, indeed, in a statement found elsewhere in the Rose Report: (p.8) "... that Africville families will not be forced, through discrimination in the housing market, to seek accommodation only in those areas slated for redevelopment in the next few years."

(2) The Committee understands that public housing tenants are not evicted for legitimate inability to pay rent. The Committee trusts that this policy will continue, with reference to families to be relocated from Africville, and that taken into account will be the concern expressed in the Rose Report (p. 8) "... that the city of Halifax will guarantee the monthly rental, if necessary, for families admitted to public housing, during a period of readjustment which might be limited to six months."

(3) The Committee regards as particularly important the Rose Report's recommendation (p.9) concerning the "employment of a trained social worker or social scientist" whose services would assure that Africville families and individuals are given special attention in coping with problems that will arise during the period of transition.

The Halifax Advisory Committee on Human Rights would like to express, at this time, its willingness to co-operate with the City of Halifax (as recommended in the Rose Report, p. 9) in working out "the design and the staging of the clearance and relocation programme."

Yours very truly,

THE HALIFAX ADVISORY COMMITTEE
ON HUMAN RIGHTS

H. A. J. Wedderburn
CHAIRMAN

Donald F. Maclean

Donald F. Maclean
SECRETARY
5787 Ogilvie Street
Halifax, Nova Scotia

A COPY

Last Preston
Halifax Co., N. S.
February 12, 1964

Hon. J. W. Kennedy Jones
Chairman
Inter-Departmental Committee
on Human Rights
Province of Nova Scotia
Box 696, Halifax, N. S.

Dear Sir:

The Trustees of Last Preston School Section No. 32, Halifax County, are pleased to bring to your attention that an increasing number of pupils from this school section are advancing to senior grades at the Graham Creighton High School, Westphal. The present twenty-seven high school pupils from this section are distributed as follows: Grade IX; fifteen pupils; Grade X; ten pupils; Grade XI; two pupils. (One pupil, Miss Regina James, graduated last year from Grade XII and is now studying towards the degree of Bachelor in Arts at Dalhousie University. Miss James is the first pupil in the history of this community who has entered university; she has been assisted financially by various organizations.)

We believe that this good trend should continue and we are prepared to do what we can, within our resources, to encourage it. There will be a perennial need for university-trained teachers in our schools; and the advantage of maximum training as a means of obtaining continuous employment is clear to us.

The fact that a number of our pupils are advancing to senior grades serves as one stimulus to pupils now in junior grades. We have concluded, however, that a much more meaningful inducement would be the existence of a university-scholarship fund from which qualified pupils could augment their own insufficient resources.

It appears that pupils from this section will not be qualified to seek admission to university before the fall of 1965, but we believe that we should prepare now to provide assistance in 1965 and later. We have

raised to date 1951.39. and we are writing to enquire if assistance may be available through the resources of the Inter-Departmental Committee on Human Rights. We understand that your Committee is concerned with assuring the rights of, and with fostering the development of, minority groups in Nova Scotia. Direct financial assistance to qualified pupils would be, we submit, a tangible means to ends important to the Committee and to our own community.

We anticipate that there may be, in any given year, more than one applicant for scholarship assistance. We have considered, therefore, the desirability of being assisted by a Committee of Advisers which would make recommendations for our guidance. We think that a Committee of this kind should include the Principal of the East Preston School, an appointee of the Department of Education, and an appointee of the School Trustees of East Preston School Section No. 32.

Your attention to this letter, and to its request for assistance, will be very much appreciated by us.

Yours very truly,

THE TRUSTEES OF EAST PRESTON SCHOOL
SECTION NO. 32, HALIFAX COUNTY

James E. Blaxter
Chairman

(Copies to:
Hon. R. L. Stanfield
Minister of Education

Aubrey Glasgow
Trustee

Dr. H. F. Moffatt
Deputy Minister
of Education)

James Colby
Trustee

Carlton A. Evans
Secretary

- XI
1. Helen Louise Swank
 2. Eleanor David

- X
1. Parker Evans
 2. Shirley Glasgow
 3. Lena Williams
 4. Ethel Clayton
 5. Lorraine Knight
 6. Emily Thomas
 7. Deane James
 8. Mervin Parsons
 9. Earl Glasgow
 10. Hazel Thomas

- IX
1. Marge Taylor
 2. Betty Sparks
 3. Dora Stranglin
 4. Velma Thomas
 5. Sandra Williams
 6. Nell Martin
 7. June Flan Evans
 8. Nola Colley
 9. Della Williams
 10. Jack Williams
 11. Iron Thomas
 12. Cyril Ewing
 13. Robert Colley
 14. Charles Glasgow
 15. Elsie Crantley

AREA RATES - 1963

STATEMENT OF REVENUE & EXPENDITURE

EAST PRESTON SCHOOL SECTION NO. 32

REVENUE

Collected by Municipality/63 (Gross) \$ 127.73

EXPENDITURE

5% retained by Municipality \$ 6.39 6.39
Balance on hand December 31, 1963 \$ 121.34

NOTE: Balance on hand will be used to reduce any Area Levy requested by the Trustees for 1964, otherwise, it will be held to the credit of the School Section to be used for amounts requested under Section 66 (1) of the Education Act, 1961.

Per: Ed Marriott
Chief Administrative Officer

DATE: Jan 3/64

BRIEF SUMMARY
of
Nova Scotia Negro Communities

REPORT OF THE
COMMISSION OF INQUIRY
ON THE
STATUS OF NEGRO COMMUNITIES
IN NOVA SCOTIA

THE NOVA SCOTIA NEGRO COMMUNITIES

Location - Population - Social Resources - Educational Facilities - Present Employment Status and Opportunities - Trends.

HALIFAX COUNTY

Halifax City

Population 1,300 concentrated on Maynard and Creighton Streets and in Mulgrave Park Public Housing Units. Ownership has taken a drastic dip since the implementation of Ordinance 50. Many of our families in Public Housing are having difficulty due to the change in rental pattern. Although it is subsidized housing, current rental rates appear to be making a great demand upon their limited resources.

Canadian National Railways has been the most favorable employer, -but this is on the decline. They are now mainly depended upon armed services, seasonal construction, Federal and Provincial Civil Service.

Many of the women work as charwomen in private homes and public institutions. There is a growing number of the younger women employed as clerks, teachers, nurses, nurses' aids, stenographers and laboratory technicians.

The Negro church, the Masonic and Oddfellows Lodges, are the main social organizations.

Educational facilities are integrated. Last year there were 13 in High School - 3 in Vocational High - 3 girls received their R.N., and 6 graduated as Nursing Assistants - 2 received University Degrees.

The most obvious trend is migration to the larger cities of Canada and the U.S.A. There are two main reasons for this: 1) greater number of jobs for the unskilled in the larger areas and 2) a desire to escape from the stigma and limitations of small segregated Negro communities and to find a new, broader life in the larger Metropolitan areas.

Africville

Population 393. Situated on the extreme north end of Barrington Street, flanked by the railway, Bedford Basin and the city dump. Housing is poor. There are many "squatters". Women work as domestics and men as casual waterfront labourers. The segregated school was abandoned by the City about 8 years ago and the children now attend nearby City schools. Health and Welfare services are provided by the City. The Negro church is the main organization in the community. The community presents a picture of neglect, poor roads, primitive and unsanitary wells and outside privies.

Beechville

Population 300. This community is situated 3 miles from Halifax on the St. Margaret's Bay Road. Homes were originally built along a two mile stretch of the main highway. Some 30 years ago half of the area was expropriated by the City of Halifax for watershed purposes. The community was re-located on the remaining half, which has resulted in housing congestion and the occupation of lands which they do not own.

Beechville
continued

This community has a 2 room segregated school. Negro children attend the first 3 grades here and then go to the near-by Lakeside school. There is a Negro church ministering to most of the people. There are no self-employed residents. The men work at seasonal construction work while the women do daily domestic work in the city. The grade index has always been low but in recent years it has begun to rise, with at least 10 students now attending the junior and senior consolidated High Schools. There has been very little migration from this community. Rather, it appears to be a centre to which outsiders from the western end of the Province make their way before going into the City.

Dartmouth

Population 500. The Negro population in Dartmouth is mainly located on the extreme end of Crichton Avenue, between the city incinerator and the causeway. A few live in the area of Victoria Road. The Negro church and the YMCA have been the main social resources. The city employs many Negroes and for the size of the city, an encouraging number are getting into so-called "unusual" positions. The schools are integrated but again, the number of High School graduates is low. The men belong to the segregated fraternal organizations of Halifax. Although some of the most modern homes in the city have been built on Crichton Avenue, one observes that public facilities, such as lights, roads, etc., are not provided for the section where the Negro people live.

Cherrybrook

Population 700. Situated 4 miles east of the city of Dartmouth, just off Highway 7. This is one of the more aggressive communities, evidenced by the recent erection of a number of soundly constructed and well maintained homes. Land titles, however, are questionable here as elsewhere. They have done some work on this and a few Crown grants have been completed. There are a few self employed gardeners, hog-growers and wood vendors in this community. The employment pattern, on the whole, for the men is different. Many work for the city, National Defence and for private contractors. Women work as domestics. This community has a 4 classroom school. Grades one to six are taught here.

Preston North

Population 1,800. Located 7 miles from Dartmouth, off Route 7. It is the largest Negro community in Canada. Two school buildings with 14 classrooms are used for approximately 400 children, grades 1 - 6. Grades 7 and on are now transported to the Graham Creighton School a few miles away. This has been happening since the opening of the Graham Creighton School and already results are being seen. Prior to this the problem was to supply sufficient classrooms for

Preston North
continued

all those of legal school age. Some had to wait a year or two before they could get into school. The obtaining of a sufficient number of teachers has been a continuing problem in this community.

The men work at unskilled seasonal labor. The women do some domestic work. There are very few self-employed people. The men do not appear to have adequate educational background for civil service maintenance and janitor work. The Negro church and the education program now being carried on are the main cultural forming agencies. Over the past few years there has been considerable migration to Toronto.

Preston East

Population 1,200. Situated 5 miles from Dartmouth, this community has more of the appearance of a small farming community. Most families have a home garden and some engage in commercial gardening and raising hogs. The soil appears to be adaptable to farming. They need incentive, capital and "know-how". They have probably the highest percentage of self-employed of any of the other Negro communities. Like the other communities there are very few skilled labourers. The women work as domestics. Housing is improving but much is still to be desired. They have a 12 room school with 300 students -- grades 1 to 6.

Cobequid Road
Lower Sackville

Population 110. Situated 3 miles west of Bedford. The children have for the past 7 years been attending the integrated school. Five are now in High School and one is studying at the Halifax County Vocational School. Men work at semi-skilled work. The women work as domestics. Housing is very modest with signs of blight.

Lucasville Road
Lower Sackville

Population 200. A community of industrious home builders. Men work in Bedford and Halifax and a few work in the nearby lumber mills. A number of residents do very well through self employment. They specialize in rock masonry, concrete walks and floors and many work as carpenters, plumbers and construction. The women work as domestics. This community has a segregated 3 room school teaching grades 1 to 6. Since the integration of the junior high grades a few years ago the educational outlook is much brighter. Due to the past low educational standards the grade index of both adults and youth is extremely low. The community is served by a Negro church. Sociologically this is a very "close" community. A former school teacher told me that at one time there were only three surnames for the 40 children on her register.

..... 4

Middle Sackville

Population 90. Situated on the Windsor Highway 6 miles from Bedford. The men are employed with various construction firms in Halifax and area. The women work as domestics. This community was the centre of great National publicity some years ago. At that time Negro children were not permitted to go to the local public school (about 10 years ago). A local white woman, out of pity, began to gather the Negro children into her kitchen to teach them. The challenge to these little children was so great and the teaching of this housewife so dedicated that the majority of the pupils moved up to High School and to Vocational School and one student (Rev. Arthur Kelsie) entered Acadia University and graduated with the B.Th. degree. He left the Province and now lives in Ontario. A recent survey of Negro communities in Halifax County (by the Division of Adult Education) indicated that aspirations were healthy in this community. This survey showed a considerable number who wanted to further their academic standing and others who were interested in technical courses.

Guysborough Rd.

Population 40. This community is situated near the Halifax International Airport. Some of the residents are self-supporting, through farming and lumber. Others work on farms in the area. The young people migrate to the city. The school is integrated. There is no illiteracy in this community. One marvels at the fine examples of human relations evidenced here. A short time ago they complained about the lack of employment opportunities at the airport.

Hammonds Plains

Population 500. Situated 14 miles from Halifax, this community at one time was self supporting. They depended upon the lumbering industry and many were coopers. They worked in their own shops and moved about the Valley, selling barrels to the orchardists and potato growers. The demand for this type of container has declined and their source of livelihood has vanished. Today, most of the men work on construction jobs in the city and the women work as domestics. The children attend a segregated school from Grades 1 to 6. They attend a Negro church.

HANTS COUNTY

Five Mile Plains

Population 400. Situated on the Windsor Highway, 5 miles from the town of Windsor. Like most of the communities mentioned above, this community was also settled by Refugee Slaves, about 150 years ago. There is indication of decline in this community. I am told that one sees here conditions comparable to other sections of the area -- a decline in initiative, in morals and general esprit de corp. For a long time the entire male working population depended upon the gypsum quarry. Young boys left school to drive dump carts. Then automation came and now a crew of 25 produce what once

Five Mile Plains
continued

occupied the entire male working force. Until November 1963 the local school existed under legal segregation. As of that date the segregated school was abolished and the community school system is completely integrated. Social workers report a good deal of public assistance going into this area. Housing is fair. Their first student graduated from University in 1963. Two are now attending University.

Mount. Vernon

Population 30. Located near Windsor. Basically these are part time farmers and farm workers. Church and employment in Windsor and Windsor. Completely integrated.

KINGS COUNTY

Aldershot

Population 20. Located in the village of Aldershot. The community center is the local party headquarters. Social workers report a good deal of public assistance going into this area.

Gibsonville

Population 15. Located in the village of Gibsonville. The community center is the local party headquarters. Social workers report a good deal of public assistance going into this area.

ANNAPOLIS COUNTY

Middleton

Population 15. Located in the village of Middleton. The community center is the local party headquarters. Social workers report a good deal of public assistance going into this area.

Bridgeton

Population 15. Located in the village of Bridgeton. The community center is the local party headquarters. Social workers report a good deal of public assistance going into this area.

Annapolis Bay

Population 15. These few residents live on the bank of the Annapolis Bay. They have always been gainfully employed. They are integrated in the church and school. Their children are going through the school and University. Recently one young man finished college and a young girl graduated from high school.

Granville Ferry Population 35. 100 years ago there were many Negro families in this area but over the years the majority have migrated to the United States. The school is integrated and a small Negro church is functioning.

Delaps Cove Population 5. This community is another example of migration. The people moved into neighboring towns and villages. The few remaining are industrious and self-employed.

DIGBY COUNTY

Acaciaville Population 265. Situated off Highway 1 at the entrance to the town of Digby. For the most part these residents have very little land and their community is flanked by a lowlands-- boggy and rocky. Those who try to raise stock must rent the little pasture land that is available in the community. Soil tests show the land to be sour. Many burn wood for fuel but have no wood lots. At a recent meeting with about 70 adults they stated that 70% were unemployed and that only 2 had permanent, all year around jobs. Recently the segregated school was abolished. The number of children going to High School is increasing. A young student from this community was recently elected president of the rural high school student council. A special effort must be made to train the youth for skilled or semi-skilled labour.

Weymouth Falls Population 350. Situated 25 miles from Acaciaville and 3 miles from the town of Weymouth. The men work in various aspects of the lumbering industry. The segregated school has been abolished and the children go to the consolidated school. There are two Negro churches -- one Baptist and the other Anglican.

Tuskett Population 75. Situated near Weymouth Falls and is a Roman Catholic community. They appear to be absorbed in the life and culture of the area.

YARMOUTH COUNTY

Yarmouth Population 190. This is a fringe community, concentrated mainly on the back streets. Housing is poor. Job opportunities are limited. The children attend the town schools. Seven are in High School. The Vice-Principal of the junior High School is a Negro, who also serves as pastor of the local Negro church.

Greenville Population 90. A rural community with a Negro church. The local Negro pastor and his wife, a teacher, have both made a good impression on every aspect of life in this community. There have been several teachers and one University graduate in recent years.

COLCHESTER COUNTY

Truro

Population 500. The residents are concentrated in what is known as the "Island" and the "Marsh". Generally speaking the housing conditions are continually improving. Employment opportunities are the same as in other small towns. The men work as truckers, gardeners, and with the Railway as Porters. The women are domestics. The school is integrated but the number going through High School is low. The community is consolidated socially by the Negro Baptist Church. There has been one University Graduate.

PICTOU COUNTY

New Glasgow

Population 650. The residents live in areas known as the "Hill", the "Mountain" and "Parkdale". Some of these areas have water but no sewers. As an industrial area the men have a history of good employment in the Mines and other plants. Along with others in this area they are feeling the results of production curtailments. A few are self-employed. The educational record has been good, with a large number of High School graduates and a number of outstanding University graduates. (Calbert Best, President of Civil Service Federation and Rev. Peter Paris, SCM Director for student activities of Nigeria are examples) There have been many school teachers, nurses, stenographers and skilled workers come from this community. Community solidarity is centered in the Negro Baptist Church.

ANTIGONISH COUNTY

Antigonish

Population 80. The residents are settled on the fringe of the town. Most of the male population find employment in the area. Housing is only fair and the education index is low. Efforts are being made to improve housing conditions. This project has been held up because of the inability to obtain land for Negro housing.

GUYSBOROUGH COUNTY

Upper Big
Tracadie

Population 192. Part of this community is actually in Antigonish County. The community is on the highway to Guysborough, 3 miles from Monastery. They have a Negro church and a Negro school. The people own considerable land and have wood lots. During the past few years they have been given guidance in the use of these resources. Grade index is low among adults and youth.

Lincolnville

Population 160. A mile stretch about four miles beyond Upper Big Tracadie. Very few have deeds to their property. The women do most of the work. The men obtain employment cutting pulpwood. I did a study of this community several years ago and found that 90% of the community depended upon some form of social assistance. There is a great deal of illiteracy among the adults. The school is segregated as is the Church.

Sunnyville

Population 244. Situated on the outskirts of Guysborough town. This is an economically weak community. The women are the main bread winners. The men work, part of the year, in the woods. The school is segregated.

CUMBERLAND COUNTY

Amherst

Population 600. This community is fairly well located in the town. Housing is fair. The men work with the C.N.R., and as unskilled labourers in the town. The women do domestic work. Schools are integrated and a good number have graduated from High School. They attend a Negro Methodist church.

Additional
Communities

<u>Communities</u>	<u>Population</u>	<u>Family Units</u>
<u>Springhill</u>	124	27
<u>Joggins</u>	47	7
River Hebert	2	1
<u>Oxford</u>	7	2
<u>Oxford Junction</u>	3	1
<u>Parrsboro</u>	1	1

QUEENS COUNTY

Liverpool

Population 71. This community is integrated to a good degree. The Mersey Pulp and Paper Co. has recognized ability and some of the men have advanced to positions of responsibility. Housing is good.

SHELBURNE COUNTY

Birchtown

Population 100. A considerable number have been migrating from this community to Halifax. Both church and school are integrated.

CAPE BRETON

Sydney

Population 800. These residents are mostly of West Indian origin, coming to Cape Breton about 70 years ago. With an Anglican background they attend the local churches and schools and have a high academic standing. One family alone, has produced a medical doctor, a chemist, a psychologist, a household economic teacher and a stenographer. Another Negro has been very successful in Politics. A Negro doctor is a Commissioner on the Hospital Board.

M I S C E L L A N E O U S

There are other towns and communities where only a few Negro families live. In such instances these families become completely integrated.

Cambridge in Kings County with three Negro families. One family has, at least, 9 High School graduates with several holding University degrees.

Wolfville has one family with 2 University graduates.

Annapolis Royal with a few families, producing 2 Doctors and 2 Nurses.

Mulgrave with a few families, producing 2 teachers and 1 Naval Cadet graduate.

Trouton with one family, producing 2 teachers, 2 Nurses and several tradesmen.

A COPY

5787 Ogilvie St.
Halifax, N. S.
March 9, 1964

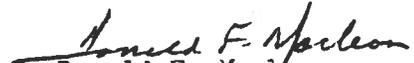
Mr. R. L. Simmonds
Chairman
Board of Directors
Housing Authority of Halifax
Box 667, Halifax, N. S.

Dear Mr. Simmonds:

We should be very much pleased if you would provide information, for our standing reference, in reply to the following questions about tenants in public housing under the jurisdiction of the Housing Authority of Halifax:

1. What are the grounds on which tenants are subject to eviction?
2. Is every evicted tenant told (orally, or in writing) the reason for his eviction?
3. Is a record kept, in every case, of the particular reason for eviction?
4. Is every evicted tenant required to provide a written statement indicating that he has been notified and understands the reason for his eviction?

Yours very truly,


Donald F. Maclean
Secretary

Halifax Advisory Committee
on Human Rights

Halifax, Nova Scotia
March 11, 1964

Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights
5787 Ogilvie St.,
Halifax,
Nova Scotia

Dear Sir:

This will acknowledge your letter of March 9
1964.

The answers to your questions are as follows:

1. Unsatisfactory Tenancy
non payment of rent
2. Orally
3. Yes
4. No.

Yours truly,



R.L. Simmonds
Chairman
Housing Authority of Halifax

RLS/kf

A COPY

5787 Ogilvie St.
Halifax, N. S.
March 31, 1964.

Mr. Robert Grant
Development Officer
City of Halifax
City Hall
Halifax, N. S.

Dear Mr. Grant:

The Halifax Advisory Committee on Human Rights, noting the Rose Report's recommendation that the "... City of Halifax enunciate a clear policy that the community of Africville will be expropriated and cleared during the period commencing April 1, 1964 (or shortly thereafter)...", would like at this time to restate its willingness to participate in the implementation of a second recommendation of the Rose Report: "The Civic Administration enter into early negotiations with the representatives of Africville and the Advisory Committee on Human Rights, to work out the design and the staging of the clearance and relocation programme."

The Committee is aware of current rumours in Africville to the effect that the City intends action which it is anticipated will be sudden and disruptive. While the Committee does not have confidence in these rumours, it would like to be in a position to relate, and to interpret clearly, steps which the City may be now in the process of developing for early implementation. The Committee would appreciate receiving, therefore, any pertinent information that can be made available to it at this time.

Yours sincerely,

Donald F. Maclean
Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights



File No. D862

CITY OF HALIFAX

April 2, 1964

Mr. Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights
5737 Ogilvie Street
Halifax, Nova Scotia

Dear Mr. Maclean:

Thank you for your letter of March 31, 1964 in respect of Africville.

As you are aware, the City Council adopted all of the recommendations of the Rose report including the suggestion of a gradual movement of the people from the Africville area over a three year period starting on April 1, 1964. As a result, Council sought and received special legislation to permit compensation to be paid to the residents of the area.

One of the fundamental recommendations of the Rose report was the employment of a Social Worker to devote full time to the relocation and assistance of the residents of the area. We are interviewing applicants for this position and we are hopeful that a suitable person will be engaged in about two weeks or a month. Immediately a suitable Social Worker has been obtained, we will, of course, start to implement the policies adopted by City Council.

The Advisory Committee on Human Rights was very helpful to the City during all of the discussions which have taken place over the last two years. We would hope that the relationship between the City and the Committee would continue over the three year relocation period.

If I can be of any further assistance, please feel free to get in touch with me.

Yours very truly,


R. B. Grant
Development Officer

RBG/meb

A COPY

5288 Ogilvie St.
Halifax, N. S.
April 16. 1964.

Hon. W. S. Kennedy Jones
Chairman
Inter-Departmental Committee
on Human Rights
Province of Nova Scotia
Box 696, Halifax, N. S.

Dear Sir:

Our Committee is interested in obtaining information about the several organizations that have undertaken to work, either in whole or in part, in the interests of Negroes living in Halifax.

We should be very much pleased to know if the Inter-Departmental Committee on Human Rights has taken steps, or has initiated projects, about which information would be available to us at this time, with reference to Negroes. Our Committee prefers not to be in the position of needlessly pursuing matters which others already may have in hand; on the other hand, the Committee welcomes appropriate opportunities to complement ~~with~~ which others may be doing.

Yours very truly,

Donald F. Maclean
Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights

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~~5282~~ Ogilvie St.
Halifax, N. S.
April 16, 1964

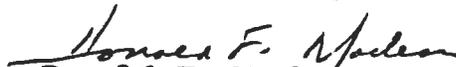
Mr. R. L. Simmonds
Chairman
Housing Authority
of Halifax
Box 667
Halifax, N. S.

Dear Mr. Simmonds:

Thank you for your letter of March 11,
written in reply to our request for information about
Housing Authority practices.

You have indicated that tenants are
subject to eviction for "unsatisfactory tenancy" and
"non-payment of rent." Would you please indicate to
us (a) the categories or conditions that constitute
the Housing Authority's interpretation of "unsatisfactory
tenancy" and (b) the tenants' right of appeal from
decisions of the Housing Authority?

Yours very truly,



Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights

THE HOUSING AUTHORITY OF HALIFAX

INCORPORATED UNDER THE HALIFAX HOUSING AUTHORITY ACT, 1948

HALIFAX, N. S.

April 22, 1964

Donald F. McClean,
Secretary,
Halifax Advisory Committee,
on Human Rights,
5787 Ogilvie Street,
Halifax, Nova Scotia

Dear Sir:

Replying to your letter of April 16, 1964.

Answer to (a)

- 1. Falsification of income
- 2. Poor or Non-Payment of rent
- 3. Poor Housekeeping
- 4. Using premises for Personal gain such as conducting a business
- 5. Keeping boarders without authority
- 6. Living without regard for neighbors
- 7. Lack of Control over their children
- 8. Wilful damage

(b)

- 1. Tenants have the right of appeal when they appear in court to contest the eviction order.

Yours truly,

R.L. Simmonds,
Chairman,
Housing Authority of Halifax,


R.L. Simmonds

RS/SH



NOVA SCOTIA

INTER-DEPARTMENTAL COMMITTEE
on
HUMAN RIGHTS

P. O. Box 696
Halifax, Nova Scotia

April 23, 1964

Mr. Donald F. Maclean, Secretary
Halifax Advisory Committee on Human Rights
5787 Ogilvie Street
Halifax, Nova Scotia

Dear Mr. Maclean:

I have your letter of April 16th with reference to projects undertaken by the Inter-Departmental Committee on Human Rights.

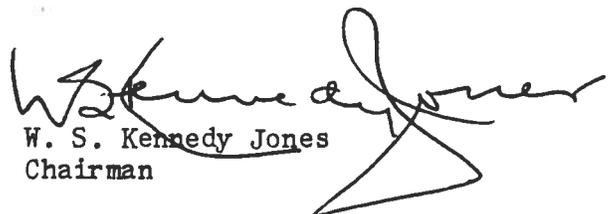
The Committee has not initiated any special projects about which information would be available at this time. A great many things have been discussed under the headings of Health, Welfare, Housing and Education and Human Rights generally. Perhaps the most important piece of work in which we have been engaged is the development of the legislation passed at the last Session of the Legislature entitled, Community Land Titles Clarifications Act. This Act will, we hope, make it possible for all persons, including Negroes, who are living on property with uncertain title to be provided with a practical means of clarifying the title. We think this is very important in developing good attitudes towards the community, property generally and, of course, in fostering pride of ownership.

As you probably know, a specific project is now under way in the New Roads area in which we hope this new legislation will be useful and will make it possible to clear up a number of individual titles.

I would suggest that if you require further information you might make an appointment with the Secretary of the Inter-Departmental Committee, Mr. F. R. MacKinnon, and I am sure he will be pleased to discuss in more detail some of the things with which the Inter-Departmental Committee has been concerned and what its hopes are for the future.

I wish to thank you for your interest in these matters.

Yours very truly,


W. S. Kennedy Jones
Chairman

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5787 Ogilvie St.
Halifax, N. S.
May 19, 1964

Mr. F. R. MacKinnon
Secretary
Inter-Departmental Committee
on Human Rights
P. O. Box 696
Halifax, N. S.

Dear Mr. MacKinnon:

The Chairman of your Committee has suggested to us, in a letter of April 23, 1964, written in reply to a request for information about activities of the Inter-Departmental Committee on Human Rights, that we might ~~essette~~ make an appointment with you "... to discuss in more detail some of the things with which the Inter-Departmental Committee has been concerned and what its hopes are for the future."

Our Committee would, indeed, welcome an opportunity to meet with you. H. A. J. Wedderburn, George Davis, the Rev. Charles Coleman, and I would be very much pleased to meet informally with you either at 4.00 p.m., Friday, May 29, or at any other mutually convenient time.

Yours sincerely,

Donald F. Maclean
Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights

ACOPJ

5787 Ogilvie St.
Halifax, N. S.
May 20, 1964

Mr. Peter MacDonald
c/o Children's Aid
Society of Cape Breton
Suite Seven
Provincial Building
Prince Street
Sydney, N. S.

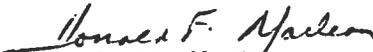
Dear Mr. MacDonald:

The Halifax Human Rights Advisory Committee is very much pleased to know that the City of Halifax has engaged you to devote full time to the relocation and assistance of the residents of Africville during the forthcoming three-year period.

Our Committee, which has been functioning now for two years, and upon whose recommendation the City authorized the Rose Report, would like at this time to restate its willingness to participate in the implementation of the Rose Report. We should be very much pleased to meet with you at an early date after your arrival in Halifax. To this end, we invite you to attend a meeting of our Committee which can be arranged for a mutually convenient date.

We are enclosing, for your reference, a list of our Committee's members. If further information is required of us, prior to your coming to Halifax, please let us know.

Yours sincerely,


Donald F. Maclean
Secretary
Halifax Human Rights
Advisory Committee

A COPY

5787 Ogilvie St.
Halifax, N. S.
Canada
August 24, 1964

The President's Committee
on Equal Employment Opportunity
WASHINGTON, D. C., U.S.A.

Sirs:

We should be very much pleased to receive complete information about the precise steps that your Committee recommends for the establishment of a Committee on Equal Employment Opportunity (or its equivalent) at the State level.

We look forward to the possibility of being able to encourage the development of a committee, similar in purpose and approach to your own Committee, in this Province.

Your attention to our request for information will be very much appreciated.

Yours sincerely,

Donald F. Maclean
Donald F. Maclean
Secretary
Halifax Advisory Committee
on Human Rights

A. Cost

D

September 1, 1964

Dear _____ :

The Halifax Advisory Committee on Human Rights invites your organization to join with it, and a number of other community organizations, in planning and sponsoring a one-day mid-December Conference to observe Human Rights Day 1964.

The Halifax Advisory Committee on Human Rights is a volunteer, non-delegate, group consisting of residents of Africville and citizens living elsewhere in Halifax and its vicinity. The Committee was formed in August 1962, at the invitation of several residents of Africville, to advise in matters related to an anticipated clearance of the Africville land area for industrial use. The proposed Conference, while not related specifically to Africville, ~~will~~^{will} be an event in accord with the Committee's central concern for human rights.

There is a possibility that Dr. Martin Luther King (who already has been approached informally and has expressed interest) may be available to accept an invitation to attend as the Conference's keynote speaker.

We invite you to send a member or your organization to a preliminary meeting which will be held at 8:30 p.m., _____ day, September _____, 1964, at _____ Attendance at this meeting will not obligate your organization. The meeting is intended to bring forth information which will put your organization in a position to decide if the proposed Conference would be of interest and whether further participation would be ~~in order~~ *desirable*.

Yours sincerely,

H. A. J. Wedderburn
CHAIRMAN
Halifax Advisory Committee
on Human Rights
29 Fader Street
Dartmouth, N. S.

COPY

September 4, 1964.

A copy

Mr. F. . Macinnon,
 Secretary,
 Inter-Departmental Committee
 on Human Rights,
 Province of Nova Scotia,
 Halifax, Nova Scotia.

Dear Mr. Macinnon:

The Halifax Advisory Committee on Human Rights appreciates very much the opportunity that it had, last June, to discuss with you matters of mutual interest.

Our Committee should like, at this time, to indicate several areas of concern to which we believe the Inter-Departmental Committee on Human Rights may be in a position to contribute:

- (1) A gradually increasing number of Negro pupils are advancing to senior grades in school, and Negro pupils can be expected to seek admission to university (as, indeed, several have done in the past). This trend should continue, one important reason among others being the clear advantage of maximum training as a means of obtaining continuous employment.

The fact that a number of Negro pupils are advancing to senior grades serves, in itself, as a stimulus to pupils now in junior grades; we submit, however, that a much more meaningful inducement would be the existence of a university-scholarship fund from which qualified pupils could augment their own resources.

- (2) Our impression is that many of the people who need most the protection afforded by fair-employment legislation are (a) either unaware of the existence of fair-employment legislation, or (b) lack clear understanding of how they might best proceed to seek redress under its provisions. We submit that, in addition to measures already taken to publicize fair-employment legislation, posters for places the most frequented by the public, and other devices be provided to state the essentials in exceptionally simple and graphic terms.

(3) We believe that, in order to improve employment opportunities, it would be desirable to develop a clear picture of the specific categories in which Negroes are now employed, and of the requirements of jobs in which, through lack of qualifications, Negroes are not employed. Returns from a widely circulated questionnaire should provide an improved position from which to ascertain the existing need, the nature of the need, and measures that could be taken to extend and to stabilize employment opportunities for Negroes. We would suggest that a suitable questionnaire include questions like the following:

- (i) What jobs in your organization need to be filled now, and what other jobs do you expect will need to be filled in the near future?
- (ii) What are the qualifications required for each of the jobs mentioned in reply to the above question?
- (iii) How many Negroes, if any, do you employ now?
- (iv) In what capacities are Negroes employed in your organization?
- (v) If you have no Negro employees, which of the following points apply to your organization:
 - (a) Negroes have not applied for jobs with our organization. YES NO
 - (b) Negroes who have applied for jobs have lacked adequate training, or experience for jobs available in our organization. YES NO
 - (c) Negroes have not been engaged because of our organization's unsatisfactory experience with Negro employees. YES NO
 - (d) Negroes have not been employed because of previous unfavourable reaction, from other employees and/or customers, to Negro employees in our organization? YES NO
 - (e) Negroes have not been employed because of anticipated unfavourable reaction from other employees and/or customers. YES NO

(4) We would recommend that the Inter-Departmental Committee on Human Rights arrange to examine the structure and experience of, for instance, the Ontario Commission on Human Rights and the New York City Human Rights Commission, with a view to the possible development in Nova Scotia of a similar instrument for the protection of human rights.

- (5) Our Committee has decided to invite a number of organizations to join with it in planning and sponsoring a one-day mid-December Conference to observe Human Rights Day 1964. We should like to invite your Committee to be one of the co-sponsors of the Conference, and we should be pleased if the Secretary of your Committee would consent to act as member of a five-man Conference Planning Committee to be chaired by the Chairman of the Halifax Advisory Committee on Human Rights, Mr. H.A.J. Wedderburn.

Notice will be available soon about a meeting to which prospective co-sponsoring organizations will be invited to send representatives. Attendance at this meeting will not obligate any organization, for the purpose of the meeting will be to provide information enabling organizations to decide if the proposed Conference interests them and whether they are in a position to participate actively.

Yours sincerely,

(signed) *Donald F. Maclean*

Donald F. Maclean,
Secretary,
Halifax Advisory Committee
on Human Rights,
c/o 5787 Ogilvie St.,
Halifax, Nova Scotia.

A COPY

P. O. Box 476,
Bartmouth, Nova Scotia,
March 15th, 1965.

Alderman Peter Richards,
Chairman, Halifax City Council
Africville Sub-Committee,
City Hall, Halifax.

Dear Alderman Richards:

We should like to advise you that with reference to our meeting at your home some weeks ago, and City Council's unanimous resolution (Jan., 1964) providing that the Halifax Human Rights Advisory Committee be entitled to designate three of its members to sit on City Council's sub-committee as participants in all negotiations and decision-making, Messrs. H.A.J. Wedderburn, George Davis, and Rev. Charles Coleman have been so designated.

Yours sincerely,

H.A.J. Wedderburn,
Chairman, Halifax Human
Rights Advisory Committee.

A COPY

8787 Ogilvie St.
Halifax, N. S.
March 25, 1965

Alderman Peter Richards
Chairman, Halifax City
Council Africville Subcommittee
City Hall, Halifax

Dear Alderman Richards:

Further to Mr. H. A. J. Wedderburn's letter of March 15, I have been requested by the Halifax Human Rights Advisory Committee to ask if you would please call an early meeting of the Africville Subcommittee. Messrs. H. A. J. Wedderburn, George Davis, and the Rev. Charles Coleman would be available to meet any mutually convenient evening during the week of April 5.

Yours sincerely,

Donald F. Maclean
Donald F. Maclean
Secretary
Halifax Human Rights
Advisory Committee

DRAFT

5787 Ogilvie St.
Halifax, N. S.
November 2, 1965

A COPY

Dr. M. E. Keating
Superintendent of Schools
City of Halifax
1649 Brunswick St.
Halifax, N. S.

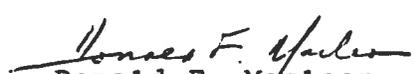
Dear Dr. Keating:

A sub-committee of the Halifax Human Rights Advisory Committee is making plans now for the observance of Human Rights Day, December 10, which will mark the seventeenth anniversary of the United Nations Universal Declaration of Human Rights.

The sub-committee expects that a public conference, or similar activity, will be arranged in association with the Province's Inter-Departmental Committee on Human Rights and that publicity about this arrangement will be made at an early date.

The Committee is seeking to promote widespread observance of Human Rights Day. I have been instructed, therefore, to recommend for your consideration that City schools be encouraged to observe, either in classroom or in school assembly, by some type of appropriate program or reference, this important day.

Yours sincerely,


Donald F. Maclean
Secretary
Halifax Human Rights
Advisory Committee

D. F. LUGAR
SECRETARY-TREASURER

47

BOARD OF SCHOOL COMMISSIONERS
FOR THE CITY OF HALIFAX, NOVA SCOTIA

OFFICE, COR. BRUNSWICK & SACKVILLE STS.
P. O. BOX 64
HALIFAX, N. S.

November 4, 1965.

Mr. Donald F. Maclean, Secretary,
Halifax Human Rights Advisory Committee,
5787 Ogilvie St.,
Halifax, N. S.

Dear Mr. Maclean:

Please be assured that we will advise the schools of the facts outlined in your letter of November 2nd, 1965, and we will encourage participation in the observance of Human Rights Day on December 10th.

Yours very truly,

M. E. Keating
Superintendent of Schools.

MEK/M.

In Public Interest To Hold Inquest

In the belief that perfect frankness and the publication of all the facts are the only effective method of answering allegations or imputations of negligence or inefficiency, we consider it would be in the public interest to hold an inquest into the death of Mrs. Rosella Williams.

Mrs. Williams, the mother of eight children, died in Victoria General Hospital on Monday, an hour after arrival, apparently from an obscure disease. Her husband alleged that on two occasions doctors travelling with ambulances sent from the Victoria General Hospital at his request refused to take her to the hospital and that several Halifax doctors had previously declined to visit her at her Africville home.

The doctors and staff at the Vic-

toria General Hospital and indeed all other doctors involved in this sad case, may well have acted with complete efficiency and humanity. It is in their interest, as much as for the sake of the bereaved husband and family, that a public inquiry should be held to establish exactly what happened.

There are certain factors in this case which make such an inquest particularly desirable. It is important that the public retain the utmost confidence in the provincial hospital services. And it is also important that social justice is not only done, but is clearly seen to be done.

We hope, therefore, that Dr. Roland Perry, the medical examiner, decides that this is a case where the public interest will be served by a full inquiry.

December 11, 1965

A COPY

Dr. J. H. Charman
President
Halifax Medical Society
5991 Spring Garden Road
Halifax, N. S.

Dear Dr. Charman:

The Halifax Human Rights Advisory Committee decided unanimously at a meeting held last night, December 10, to ask your Society's assistance in securing adequate medical services for Africville.

The Committee, formed in August 1962, is a group of thirty-one citizens living in Halifax and its vicinity. In 1964 the City of Halifax undertook a three-year relocation and redevelopment program for Africville; since then, three of the Committee's members have been serving with City Council's Sub-Committee on Africville, and the Committee functions as a bridge between the Council and the community of Africville.

The immediate reason for the Committee's decision last night is the Committee's dissatisfaction with the availability of medical services in Africville, and of transportation of patients from Africville to hospital or doctors' offices, which culminated in the recent death of the late Mrs. Joseph Williams, Africville.

Evidence presented by residents of Africville make clear that that segment of our community does not now receive adequate medical care. Residents indicate, also, that there are difficulties in securing transportation by taxi or other means to take people to a doctor or hospital. We know that your Society is aware of these problems and of social and economic reasons for them. We know, too, that your profession accepts some responsibility for assuring that no citizen lacks necessary medical service on account of race, colour, and economic circumstance. Can you indicate, to the Committee, the physicians in your Society who are available to make house-calls in Africville in the daytime and at night? Can you establish a roster, or central telephone number where, in case of need, Africville residents may call to secure the services of a fully qualified physician?

The Human Rights Advisory Committee decided, also, to request your Society to undertake a systematic study of the whole problem of emergency medical services for people living, without family doctors, in the area served by the Society's members. The Committee is aware that many families do not have family doctors. Without the authority of a family doctor, families have no assurance that, in an emergency, they will be able to obtain prompt and adequate medical attention and hospital service. The Committee is concerned especially, however, that provision be made immediately for residents of Africville, for it is clear that the medical services that they are now able to secure are much less adequate than those available to the rest of the Halifax community. It has been demonstrated that emergency ambulance services cannot provide the necessary continuity of care that is the responsibility of a family physician.

Yours very truly,


Donald F. Maclean
Secretary
Halifax Human Rights
Advisory Committee
5787 Ogilvie Street
Halifax, N. S.

c. Dr. James K. Purves
Vice-President
Halifax Medical Society

January 24, 1966

A Copy

Dr. J. H. Charman
President
Halifax Medical Society
5901 Spring Garden Road
Halifax, N. S.

Dear Dr. Charman:

The next meeting of the Halifax Human Rights
Advisory Committee will be held in the very near future.

We should be very much pleased if you would
indicate whether there is information for report to the meeting,
with reference to our unacknowledged letter of six weeks ago,
December 11.

Yours very truly,

Donald F. Maclean
Donald F. Maclean
Secretary
Halifax Human Rights
Advisory Committee
5787 Ogilvie Street
Halifax, N. S.

c. Dr. James K. Purves
Vice-President
Halifax Medical Society

Halifax Medical Society

5991 Spring Garden Road
Halifax, Nova Scotia
January 26, 1966

Mr. Donald MacLean
Secretary
Human Rights Advisory Committee for Halifax
Halifax, Nova Scotia

Dear Mr. MacLean:

With regard to your letter of December 11th, 1965, first of all, I would like to apologize for the delay in answering it. However, it was necessary to consider your letter at a regular Executive Meeting of the Society in order that all possible avenues for a solution could be explored.

Concerning the problem of transportation of patients from Africville to and from doctors' offices, it is felt that this is a problem which should not be a burden of the family physician, as he already provides a considerable amount of transportation in the form of house calls. There is very little one can contribute from that point of view. However, as a suggestion, you might be able to interest some public minded lay organization which would underwrite taxi fares for people who are destitute or unable to finance transportation for themselves. Where ambulance service is required, the Victoria General Hospital does provide this and I'm sure no call of a serious nature is refused.

With regard to the availability of medical services under the present system of medical practice in Halifax, individuals and families are encouraged to secure the services of a personal family physician in order to ensure adequate medical coverage. A family physician is a doctor who is usually in general practice, who cares for the medical needs of individuals and families, and if any specialized type of care is required, he is in the best position to advise them in this matter.

As far as indigent patients are concerned, every family doctor has a certain number of these and accepts them among his responsibilities. Emergency services are also available at any time at the Victoria General Hospital. Where further care is necessary than is provided by the Emergency Department, it can be provided through the Out Patient Department of the Victoria General Hospital, as limits of the facilities there permit. You will understand that the scarcity of hospital beds in Halifax at this time requires a waiting period of six to eight weeks for a hospital bed.

...2

Halifax Medical Society

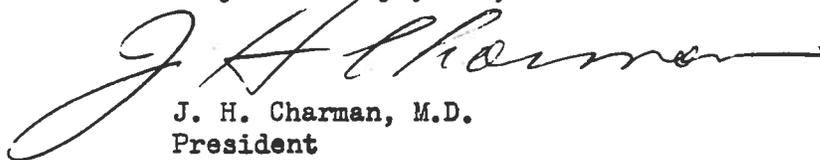
- 2 -

It is recognized that this situation is not perfect, however, it is the best available at the present time with the personnel and facilities which are available and I might add, are greatly overworked.

With regard to families without a personal family doctor, it is suggested that these people be encouraged to secure the services of one. This can be done by a call to their office, preferably before emergencies arise. The doctors in general practice in this city accept responsibility for the medical supervision of the families under their care and when they are not available themselves, leave an alternate doctor in charge of their responsibilities. Emergency duty rosters have been tried in this area on previous occasions and such a system has not been satisfactory for several reasons.

I hope that this information will be of some help to you in the solution of the problem.

Very sincerely yours,



J. H. Charman, M.D.
President
Halifax Medical Society

A COPY

March 5, 1966

Dr. A. F. W. Peart
 General Secretary
 Canadian Medical Association
 150 St. George Street
 Toronto 5, Ontario

Dear Dr. Peart:

Please find enclosed a copy of two letters relating to the subject of emergency medical services for people living, without family doctors, in the area served by members of the Halifax Medical Society. The first letter (December 11, 1965) was written by the Secretary of the Halifax Human Rights Advisory Committee to Dr. J. H. Charman, President of the Halifax Medical Society; the second letter (January 26, 1966) is Dr. Charman's reply.

The Halifax Human Rights Advisory Committee is identified as follows in the second paragraph of our letter to Dr. Charman: "The Committee, formed in August 1962, is a group of thirty-one citizens living in Halifax and its vicinity. In 1964 the City of Halifax undertook a three-year relocation and redevelopment program for Africville; since then, three of the Committee's members have been serving with City Council's Sub-Committee on Africville, and the Committee functions as a bridge between the Council and the community of Africville."

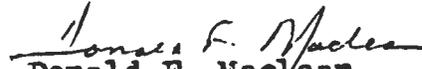
Our letter to Dr. Charman expressed the view that present emergency medical services are inadequate and requested the Halifax Medical Society to "... undertake a systematic study of the whole problem..." Dr. Charman indicates recognition that the "... situation is not perfect, however, it is the best available at the present time with the personnel and facilities which are available and...greatly overworked."

It occurs to our Committee (a) that centres larger and more complex than Halifax have faced difficulties in providing emergency medical services, and (b) that possibly these difficulties have been reduced by measures which could be applied in Halifax. We should be very much pleased if the Canadian Medical Association would provide us with information, or cite sources of information, about successful

experience elsewhere in the provision of emergency medical services.

We trust that you will be able to assist us.

Yours very truly,


Donald F. Maclean
Secretary
Halifax Human Rights
Advisory Committee
5787 Ogilvie Street
Halifax, N. S.

this and it does not work. This service works really well in Toronto and some other cities.

To summarize then, I would strongly urge people in the community concerned to obtain the services of a family doctor on a regular basis, even before they are sick. They can get help in this regard from the Halifax Medical Society or the Nova Scotia Medical Society. If they have no family doctor then they should go to the Victoria General Hospital Emergency or Out Patients Department.

Yours sincerely,



Arthur F.W. Peart, M.D.,
Deputy General Secretary.

AFWP:bb

c.c. Dr. J.H. Charman,
President, Halifax Medical
Society.

STEWART, MACKEEN & COVERT
BARRISTERS AND SOLICITORS

FRANK M. COVERT, O.C.
CLYDE W. SPERRY, O.C.
GORDON S. COWAN, O.C.
J. WILLIAM E. MINGO
HENRY B. RHUDE
DONALD A. KERR
DAVID R. CHIPMAN
JOHN D. MOORE
RONALD N. PUGSLEY
ANGUS L. MACDONALD
DONALD J. MORRISON
J. THOMAS MACQUARRIE
DAVID A. STEWART
GEORGE A. CAINES
ARTHUR G. H. FORDHAM
PETER A. OUTHIT
BRIAN FLEMMING
DONALD H. OLIVER

P.O. BOX 997
500 BANK OF CANADA BUILDING
1583 HOLLIS STREET
HALIFAX, CANADA
March 18, 1966

OUR FILE REFERENCE:

DEO

City of Halifax
City Hall
Barrington Street
Halifax, N. S.

Attention: Mr. MacDonald, Africville Social Worker

Dear Sir:

Would you kindly supply me with the names of each of the former residents of the Negro Community of Africville who have been re-located after their homes were purchased by the city.

I should also like to have the addresses where each of these citizens can now be located.

I understand on good authority that a list is prepared at present and I look forward to receiving them at your very earliest convenience.

Yours very truly,

STEWART, MACKEEN & COVERT

Per; *Donald H. Oliver*
Donald H. Oliver

DHOis
c.c. Mayor Vaughan

*File
AS FILE AS
POSSIBLE*

JEWISH LABOR COMMITTEE OF CANADA - COMITE OUVRIER JUIF DU CANADA

55

HEAD OFFICE: 5165 ISABELLA AVENUE
BUREAU CHEF: 5165 AVENUE ISABELLA

MONTREAL, QUE.

731-9671

National Executive - Comité Exécutif Nat.

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BERNARD SHANE, Treas.-Trés.
DAVID ORLIKOW, M.P., Dir.
R. RYBA, Sec.

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MRS. M. REINHARTZ
J. VARGON

Ottawa, Ont.

A. ANDRAS

Windsor, Ont.

R. MADOFF

Winnipeg, Man.

J. A. CHERNIACK
F. SIMKIN
M. ZUKER

Medicine Hat, Alta.

JAS. PRASOW

March 21, 1966

H.A.J. Wedderburn
P.O. Box 476
Dartmouth, N. S.

Dear Gus:

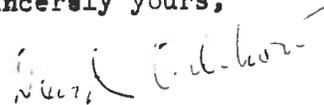
Thank you for your letter of February 26th to which I should have replied much sooner. The difficulties of Mrs. Williams in getting a doctor are, I am afraid, typical of the problems of most poor people, but as I have already written to you, you should continue to press the Medical Association for some action.

The conviction of the woman guilty of sending the threatening letter is a good thing. It is horrifying to think that in this day and age people can still act like she apparently did with the approval of her neighbours. However, it is a good thing to feel that the climate of opinion is improving.

I hope to see a break in the work of parliament so that I can get into Halifax in the near future.

Please keep in touch.

Sincerely yours,



David Orlikow



CITY OF HALIFAX

March 22, 1966

Mr. H. A. J. Wedderburn
29 Fader Street
Dartmouth, Nova Scotia

Dear Gus:

Attached is a letter which I received from Mr. D. H. Oliver. Before forwarding, on demand, the information requested, I felt your thinking would be valuable. (My first reaction to Mr. Oliver's letter was anything but charitable.) Mr. Oliver's purpose for acquiring such information is not known to me.

Maybe at our next Human Rights Advisory Committee meeting we might discuss requests of this nature. My thinking around Mr. Oliver's request is that the information is confidential and should not be made public without the consent of the individual resident. Am I reading too much into the principle of confidentiality?

In the past, where names of relocated residents of Africville appeared in the local "press", consent was first obtained from the person concerned.

I have written to Mr. Oliver and informed him of my intention.

Yours very truly,

P. J. MacDonald
Social Worker

PJM/plk
Attachment

THE WELFARE COUNCIL
(HALIFAX-DARTMOUTH AREA)



1217 BARRINGTON STREET
HALIFAX - NOVA SCOTIA
TELEPHONE 423-7252

April 12, 1966

Mr. H. A. Wedderburn,
29 Fader Street,
Dartmouth, Nova Scotia

Dear Mr. Wedderburn:

At our last Executive meeting we discussed your request of the Welfare Council to study the medical services in this community in relation to the negro population.

It was felt we have too many projects now, with a small staff and no hope of an increase in the number of staff for the Council. The Welfare Council it was felt should be doing research and assisting in research in areas such as this.

I trust you have been successful in your contact with the Dalhousie Institute of Public Affairs.

Yours truly,

H. E. Newell, R.S.W.,
Executive Director

HEN/ekm

A COPY

2953 Winston Place
Halifax, N. S.
November 12, 1966

Mayor Allan O'Brien
City Hall
Halifax, N. S.

Dear Mayor O'Brien:

The Halifax Human Rights Advisory Committee is organizing now a 1966 Nova Scotia Human Rights Conference, the latest in a series of annual conferences conducted by the Committee, which will be held Sunday afternoon and evening, December 4, in Room 21, Arts and Administration Building, Dalhousie University.

The conference will be attended by representatives of organizations throughout the province that are engaged, either wholly or in part, in human-rights activities or projects. A central undertaking of the conference will be to bring into being a provincial organization (to which existing organizations may relate themselves) to co-ordinate, facilitate, and advance current human-rights efforts.

We have much pleasure in extending to you an invitation to attend the Sunday afternoon session and to extend to the Conference greetings from the City of Halifax. The Chairman of the afternoon session will be Mr. Justice Currie, ~~Chief~~ Justice of the Supreme Court of Nova Scotia.

Conference arrangements are now in progress. An agenda will be completed in the near future, at which time we look forward to sending to you a copy of the conference program.

Yours sincerely,

H. A. J. Wedderburn
Chairman
Halifax Human Rights
Advisory Committee

A copy

1953 Winston Place
 Halifax, N. S.
 November 12, 1953

Dr. H. G. Read
 Vice President
 Dalhousie University
 Halifax, N. S.

Dear Dr. Read:

The Halifax Human Rights Advisory Committee is organizing now a 1954 Nova Scotia Human Rights Conference, the latest in a series of annual conferences conducted by the Committee, which will be held Sunday afternoon and evening, December 4, in Room 21, Arts and Administration Building, Dalhousie University.

The afternoon session will be chaired by Mr. Justice L. B. Currie; the evening session will be chaired by the Chairman of the Halifax Human Rights Advisory Committee. The conference will be attended by representatives of organizations throughout the province that are engaged, either wholly or in part, in human-rights activities or projects. A central undertaking of the conference will be to bring into being a provincial organization (to which existing organizations may relate themselves) to co-ordinate, facilitate, and advance current human-rights efforts.

We should be very much pleased to know if it would be convenient for you, in President Hicks' absence from the city, and on behalf of the University, to express a welcome to the conference, at its opening session, at 2:30 p.m.

Conference arrangements are now in progress. An agenda will be completed in the near future, at which time we look forward to sending to you a copy of the conference program.

Yours sincerely,

H. A. J. Wedderburn
 Chairman
 Halifax Human Rights
 Advisory Committee

A COPY

4953 Winston Place
Halifax, N. S.
November 12, 1966

Hon. J. Stanfield
Premier of Nova Scotia
Halifax, N. S.

Dear Mr. Stanfield:

The Halifax Human Rights Advisory Committee is organizing now a 1966 Nova Scotia Human Rights Conference, the latest in a series of annual conferences conducted by the Committee, which will be held Sunday afternoon and evening, December 4, in Room 21, Arts and Administration Building, Dalhousie University.

The afternoon session will be chaired by Mr. Justice L. D. Currie; the evening session will be chaired by the Chairman of the Halifax Human Rights Advisory Committee. The conference will be attended by representatives of organizations throughout the province that are engaged, either wholly or in part, in human-rights activities or projects. A central undertaking of the conference will be to bring into being a provincial organization (to which existing organizations may relate themselves) to co-ordinate, facilitate, and advance current human-rights efforts.

We should be very much pleased to know if it would be possible for you to accept an invitation to address the Sunday evening session and to speak about "Human Rights in Nova Scotia", with reference to any aspects of this subject which you think pertinent.

Conference arrangements are now in progress. An agenda will be completed in the near future, at which time we look forward to sending to you a copy of the conference program.

Yours sincerely,

H. A. J. Wedderburn
Chairman
Halifax Human Rights
Advisory Committee

A COPY

1953 Winston Place
Halifax, N. S.
November 12, 1966

Mayor Joseph Satchman
City Hall
Dartmouth, N. S.

Dear Mayor Satchman:

The Halifax Human Rights Advisory Committee is organizing now a 1966 Nova Scotia Human Rights Conference, the latest in a series of annual conferences conducted by the Committee, which will be held Sunday afternoon and evening, December 4, in Room 21, Arts and Administration Building, Dalhousie University.

The conference will be attended by representatives of organizations throughout the province that are engaged, either wholly or in part, in human-rights activities or projects. A central undertaking of the conference will be to bring into being a provincial organization (to which existing organizations may relate themselves) to co-ordinate, facilitate, and advance current human-rights efforts.

We have much pleasure in extending to you an invitation to attend the Sunday afternoon session and to extend to the conference greetings from the City of Dartmouth. The chairman of the afternoon session will be Mr. Justice L. B. Currie.

Conference arrangements are now in progress. An agenda will be completed in the near future, at which time we look forward to sending to you a copy of the conference program.

Yours sincerely,

Chairman Wedderburn
Halifax Human Rights
Advisory Committee

ca. November 12, 1966

A COPY

Your organization is invited to send a Delegation to the forthcoming 1966 Human Rights Conference which will be held in Room 21, Arts and Administration Building, Dalhousie University, on the afternoon and evening of Sunday, December 4.

The purpose of the conference will be to learn from organizations such as your what has taken place during the past year, with reference to human-rights activities or projects, and to elect an executive for a new provincial human-rights body, in keeping with a resolution passed at last year's Human Rights Conference.

Your participation is invited with reference to two matters: (a) the submitting of a written statement of your organization's human-rights activities during the past year, to be read by one of your organization's representatives present at the conference; and (b) the submitting of the names of two persons, in your organization, who would be willing to have their names considered by the Nominating Committee which will submit to the conference a slate of officers for election to the executive of the provincial body. We would ask that names be communicated, by November 25, to Mr. Lloyd B. Shaw, Chairman, Nominating Committee, 1966 Human Rights Conference, c/o ... B. Shaw, 1 Oakville Place, Halifax, N. S.

There will be a conference registration fee of one dollar per person, to help defray conference expenses, which will entitle registrants to vote in the election of an executive for the new body.

We look forward to your organization's participation in the conference.

Yours sincerely,

L. A. J. Todd Burn
Chairman
Halifax Human Rights
Advisory Committee



NOVA SCOTIA

Department of Public Welfare

63
176

P. O. Box 696,
Halifax, Nova Scotia,
May 9, 1967.

Mr. H. A. J. Wedderburn,
Chairman,
Halifax Human Rights Advisory Committee,
2953 Winston Place,
Halifax, Nova Scotia.

Dear Mr. Wedderburn:

Re: Peter MacDonald

I have your letter of May 3, 1967 with reference to the above mentioned.

I hope it will be possible to make arrangements with Mr. MacDonald to do this work.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'F. R. MacKinnon', with a long horizontal flourish extending to the right.

F. R. MacKinnon,
Deputy Minister.

FRM/vsw

A copy

2953 winston place,
Halifax, N.S.,
May 9, 1967.

Mr. Jerrold Lavanaugh,
Department of Attorney General,
Province of Nova Scotia.

Dear Sir,

The purpose of this letter is to state our opinion of the recent case of Curtis Winston versus the owner of the Casino Taxi Company on a charge of racial discrimination in that company's hiring practices.

Although we can understand Judge Murray's decision to dismiss the case, our Organisation believe that there was a definite violation of the Fair Employment Practice Act, and that the violator should be brought to justice.

We would like to suggest that you make an appeal to the County Court for a trial de novo, at which trial Mr. West be charged with counselling a person to commit an offence, and Mr. Spicer be subpoenaed as a witness. At the same or a subsequent trial, we suggest that Mr. Spicer be charged with a violation of the Act, and Mr. West be subpoenaed as a witness.

Hoping for your favourable consideration.

Yours sincerely,

H.A.J. Wedderburn, Chairman
Halifax Citizens' Human Rights Advisory
Committee

A copy

2953 Winston Place,
Halifax, N.S.,
May 9, 1967.

The Honourable R.A. Donahoe,
Attorney General,
Province of Nova Scotia.

Dear Sir,

Enclosed please find a copy of a letter which I
have forwarded to Mr. Jerrold Kavanaugh of your department.
I would appreciate any assistance that you can give him in
this matter.

Thank you very much for your help.

Yours sincerely,

H.A.J. Wedderburn, Chairman
Halifax Citizens Human Rights Advisory
Committee

2953 Winston Place,
Halifax, N.S.,
May 3rd, 1967.

A COPY

Mr. F.R. MacKinnon,
Deputy Minister,
Department of Welfare,
Province of Nova Scotia,
Halifax, N.S.

Dear Mr. MacKinnon,

The Halifax Human Rights Advisory Committee has expressed, on various occasions, its gratification for your Department's involvement in the City of Halifax's redevelopment programme for Africville.

We are writing at this time to encourage your Department (a) to facilitate an arrangement whereby Mr. Peter MacDonald can continue in his present capacity, until the relocation programme has been completed, and (b) to engage Mr. MacDonald to prepare, upon completion of the programme, a comprehensive report or statement of his work, the location and circumstances of Africville residents relocated, and his recommendations for the future. In our view, it would be most unfortunate if, at this final stage, Mr. MacDonald were to be dissociated from the programme and unable to contribute further.

Thank you very much.

Yours sincerely,

H.A.J. Wedderburn, Chairman,
Halifax Human Rights Advisory Committee

A copy

2953 Winston Place
 Halifax, N. S.
 November 11, 1966

Mr. Justice L. B. Currie
 Supreme Court of Nova Scotia
 Law Courts Building
 Spring Garden Road
 Halifax, N. S.

Dear Mr. Justice Currie:

To thank you for your kind acceptance of our recent invitation to preside as chairman of the Sunday afternoon session of the 1966 Nova Scotia Human Rights Conference, which will be held on December 4, in Room 21, Arts and Administration Building, Dalhousie University.

Conference arrangements are now in progress. An agenda will be completed in the near future, at which time we look forward to sending to you a copy of the conference program.

Your interest in the 1966 Conference and its objectives, and your willingness to be associated personally with the Conference, are very much appreciated.

Yours sincerely,

H. A. J. Macdonald
 Chairman
 Halifax Human Rights
 Advisory Committee

TO: Sub-Committee of Council on Africville and
The Human Rights Advisory Committee

FROM: P. J. MacDonald, Social Worker

DATE: November 1, 1966

SUBJECT:

It is approximately 30 months since the Africville Relocation Program came into actual operation. The information on file at that time indicated that there were between 75-80 families residing within the community.

At this date 41 families have been relocated and another 10 families are prepared to move as soon as accommodations suitable to the individual requirements of each family are found. Settlements concerning 6 properties are to be discussed at the next meeting of the Representatives of the Human Rights Advisory Committee and the Representatives of City Council. Settlements concerning 13 properties involving 19 families are under negotiations with the owners either directly or through their solicitor. Negotiations with 2 property owners have as yet not commenced.

Of the 41 families who have been relocated 16 have become involved in home ownership arrangements. A few settlements have involved prolonged negotiations because of the difficulty in establishing property right of ownership. These difficulties in time were resolved to the satisfaction of the resident.

It has been mentioned on several occasions that the residents of the community who have moved are now in a worse position financially than previously. The main objection quoted is the fact that all are in receipt of welfare assistance.

My only comment is that welfare assistance was designed for a particular purpose. If it has to be used to assist people to acquire a more suitable standard of living, then it has fulfilled its function.

Also, when the Relocation Program began, it was assumed that some residents would require assistance during the first year of adjustment.

It is felt that as members of the individual families concerned become steadily employed, then the amount of assistance may be gradually reduced. Actually it should be considered as *part* and parcel of the rehabilitation program.

EMPLOYMENT

Since Mr. Eugene Williams commenced employment with the Provincial Social Development Department, the employment problem regarding the residents of the community have been severely lessened.

P. J. MacDonald

AFRICVILLE AND THE BOBBITT FACTOR...

I PREFER NOT TO ENTER THE GREAT ENERGIZER AFRICVILLE DEBATE. IT IS ONE OF THOSE BORING MAINSTREAM MEDIA STORIES THAT JUST GOES ON...AND ON...AND ON...SOMETHING AKIN TO READING ABOUT THE CANADIAN CONSTITUTION.

However, I am glad to see the Carvery brothers, Victor and Edward, out in the fresh air of Seaview Park and getting all that nice mainstream media publicity. Chokes me right up, it does.

I'm sure Halifax Police have contingency plans in place should the situation take a turn for the worse. I trust things will not get messy but I am a bit worried about brother Edward Leo who has a certain propensity for violence as demonstrated by the time he maliciously bit and severed his common-law wife's clitoris.

The incident occurred on or about the evening of October 7, 1989. Carvery was separated from his common-law wife, Dawn Cochrane Carvery, and their three children. Convinced that she had 'another man' in the house, Carvery repeatedly showed up at the house drunk to confront his common-law wife.

The third time he came back it was near 1 am. He punched his common-



law wife in the face causing her eye to turn black and blue, and repeatedly punched her in the chest.

When the young children upstairs started to cry Dawn Carvery went up to assure them mommy was alright. Carvery chased after her. He pulled her into the bedroom, continued to punch her, threw her on the bed, sat on her chest and began choking her.

WOODEN CRIB BOARD

When she succeeded in pushing him off, Carvery took a wooden crib board and began striking his common-law wife in the chest, back and rib area. He stopped only momentarily when the oldest child an eight-year-old daughter came into the room.

Carvery then punched his common-law wife in the head one more time, again forced her to the bed, and bit off

her clitoris.

When blood began to flow profusely, Carvery stopped. He then suggested that his common-law wife go the Emergency Department at the Halifax Infirmary. He accompanied her.

Court records show that the wound was so grotesque that the emergency staff at the Infirmary, "the hardened professionals had to undergo self-psychotherapy to overcome the trauma."

The aggravated assault occurred in full view of the eight year-old daughter.

On January 22, 1990 Carvery pleaded guilty to aggravated assault which carried a maximum of 14 years. Trial judge Elmer MacDonald sentenced him to 15 months imprisonment and one year probation.

The Crown disagreed and, upon appeal, Justice Angus L. MacDonald sentenced Carvery to a three year prison term. He termed the assault "the most heinous of acts" and noted that Carvery had an extensive criminal record dating back to 1964 revealing such niceties as: robbery, assault, resisting arrest, assaulting a police officer, public mischief and trafficking in a narcotic.

In the early 70's Carvery mistakenly shot his nine-month-old baby to death.

Stokely Carmichael practised what he preached

NOVA SCOTIANS who knew or had met Stokely Carmichael mourned his death earlier this month, and applauded his contribution to the civil rights movement. He practised what he preached and maintained an "undying love" for his people.

My former husband and I hosted him and his wife, Miriam Makeba, when they visited Halifax 30 years ago. This was an exciting experience for the black community, especially since we were aggressively working on issues relating to equality and fairness.

Thirty years ago, a small, dedicated group of people were involved in the Nova Scotia project. Its sole purpose was to confront and get rid of racism in housing, education and employment. Obviously, our success was minimal because we are still struggling with issues that are no different now than



Joan Jones

they were then.

Much of our inspiration, moral support and role modeling came from groups and organizations that were working on similar matters in the United States. We were proud of our association with American civil rights groups.

The two most prominent groups working on affairs important to black communities were the Student Non-Violence Co-ordinating Committee (SNCC, pronounced "snick") and the Black Panther Party. The methods they used to fight racism influenced how we approached similar problems in

Halifax.

Stokely Carmichael was head of SNCC and under his leadership, this organization, almost single-handedly, increased the number of black voters registered in Mississippi. This was at a time in the United States when African Americans in the South had overwhelming obstacles put before them, discouraging them and denying them the right to vote.

Our closeness to these groups and individuals was well-established even before we met Stokely Carmichael in person. In the fall of 1968, Montreal hosted the Black Writers Conference, which brought together many famous and aspiring black writers of the time. Stokely presented a paper in his usual, convincing and captivating manner. By now, he had left SNCC and was with the Black Panther Party, which is now incorrectly referred to by

the media as an "urban guerilla" group.

It was Stokely who first publicly used the still-famous "black power" phrase during a freedom march in Mississippi.

He believed that work in black community organizations should be solely by and for black people. This was not something we disbelieved, but then it seemed impossible to have organizations exclusive to African Nova Scotians. However, we soon saw, with the formation of the Black United Front, that not only was it possible, but it could be advantageous to the black community. Of course, blacks had always counted on leadership from black churches.

During the Black Writers Conference, our friendship and respect grew and this prompted Stokely's visit to Halifax for some rest and relaxation. Had we not had a good sense of hu-

mour, the visit could have been considered a nightmare.

We did not fully understand, at the time, the significance the FBI and RCMP put on individuals who dared speak out against inequalities in our society. We were naive and did not know telling the truth might get you categorized as a "threat to national security."

The visit that was meant to be quiet and restful turned into a circus of media and police who converged on our home and followed our every move. Doing a simple thing like going out to dinner became a logistical nightmare — but it was fun playing cat and mouse with our pursuers.

This short and important visit solidified our bond with Stokely Carmichael. However, as it happened, we never saw him again.

Stokely left the Black Panther Party in the late 1960s and

went to live in Africa. There he embraced Pan-Africanism with Kwame Nkrumah, the first president of Ghana, and Sekou Toure, president of Guinea. (So impressed was Stokely with these two men that he took for himself the name Kwame Toure in their honour.) He made his home in Guinea, and remained active in Africa and North America as president of the All African People's Revolutionary Party.

Sadly, some seldom get the credit they are due until they are dead. Stokely Carmichael managed to maintain a mystique and respect for his work in life. Fortunately, there are many across the world who were nudged into action by Stokely, who was fearless when criticizing and challenging the established order of things.

■ Joan Jones is a metro-area human rights activist.

The Mail-Star, Halifax, N.S., November 26, 1998, p. C2.

Africville: The passion still burns

A black neighbourhood that disappeared 29 years ago comes alive on stage and in court



COMPASS

KEVIN COX
IN HALIFAX

On the frigid 29th anniversary of the razing of the last house in Africville, there is little evidence of the continuing controversy about the destruction of what was once the largest urban black neighbourhood in Canada.

But the grassy knolls, pine trees and playground swings overlooking the scenic Bedford Basin have failed to cover the open wound left by the relocation of 80 families and the razing of their church and homes, the last of which was splintered by a bulldozer on Jan. 6, 1970.

The issue of compensation for the families who were forced to leave what most politicians considered to be a slum in the 1960s is still before the courts. (The cost of the relocation, including some compensation for the land and houses, was \$700,000.)

A proposal to build a new church on the site, now a rarely used city park, was put on hold by the Halifax regional municipality last year until the legal battles are resolved.

And the tragic tale of how 400 people watched helplessly as bulldozers levelled their homes and trucks hauled away their belongings is now being told on stage in a raw and powerful play called *Consecrated Ground*. It is being presented by the Eastern Front Theatre Company at the Sir James Dunn Theatre in Halifax Jan. 14-24.

It will join several radio and television documentaries, a National Film Board production, a touring art exhibition and a musical suite put together by jazz pianist Joe Sealy in depicting what Africville was.

In a strange twist, far more money has been spent artistically reconstructing Africville in the past decade than would have been needed to refurbish and service the community in the 1960s.

Irvine Carvery, head of the Africville Genealogy Society, which is fighting for further compensation



Jeremiah Sparks and Jackie Richardson at a rehearsal for the play *Consecrated Ground*.

ANDREW VAUGHAN/Canadian Press

for the neighbourhood's former residents, is not surprised by the passion with which artists depict the destruction of the community where he lived.

"At the time, no one understood the depth of feeling that there was about the value of Africville. No one had an understanding of what it meant," he said.

Playwright and former broadcaster George Boyd was a teenager when he saw the frustration and anger on the faces of his friends as the 120-year-old community was levelled — and he knew then that some day he would write about it.

But even three decades later Mr. Boyd also knew that he

THE COMPASS POINT

Compass appears Tuesday to Friday. Its mission is to alert readers to a story of great local interest anywhere in the nation.

couldn't portray the Africville saga without reviving the bitter controversy that is raised by black communities in Nova Scotia when they are opposing an attempt to put a landfill site in their area or lobbying to have new schools built in their neighbourhoods.

"I didn't want to intellectualize about it or be journalistic about it. I wanted to write a play that showed, yes, you can talk about the dump there and the lack of amenities, but people lived, loved and died in that place," Mr. Boyd said.

Africville is still a sensitive topic in Nova Scotia because black people around the province remember how the neighbourhood was chosen to be the site for a city dump.

They remember how the city refused to put in running water or sewers, insisting that the rock in the area made it impossible.

They also bitterly recall how the

media portrayed the area as a slum and how even some social reformers of the day believed that the residents should be relocated to better housing.

Those issues are vividly depicted in the evocative dialogue of *Consecrated Ground*, which centres on the determined efforts of a young black woman to have her infant son buried in Africville. A city official refuses to allow this, insisting that no burial can take place in Africville because it has no cemetery or consecrated area.

In Mr. Boyd's play, the woman insists that all of Africville is consecrated.

"This land has been in my family for years, over a hundred years. My ancestors, they consecrated this ground. I watched my momma and poppa seed on this ground till their backs was breakin'. It's where every one of them lived and where they died," she says.

On the site that was Africville, where people once fished, farmed and even rebuilt cars from parts from the city dump, there is now little to indicate sacred ground.

There is a small playground and park, containing a sundial dedicated to the former residents of Africville. Some of the former Africville land was used for access roads to a bridge linking Halifax and Dartmouth and other acreage is now occupied by a container pier.

But the controversy over Africville is still visible. In a far corner next to a busy highway is a trailer surrounded by weeds with the letters of the word Africville hanging precariously on a fence. The trailer is occasionally occupied by members of the Carvery family who insist they are exercising their right to land that they say was seized illegally from their ancestors.

Mr. Boyd hopes that the play will get people talking about how to resolve the Africville issue.

"After all these years, there has been no conclusion to this thing, nothing has been done," he said. "Let's reopen this thing and have a conclusion, an epilogue. Writers believe in conclusions and epilogues."

But Mr. Carvery expects the legal and political arguments about his former home to go on for some time. "This will never go away until there is justice given to the people of Africville," he said.

Kevin Cox is Atlantic correspondent of *The Globe and Mail*.

On consecrated ground

Playwright George Boyd's latest work goes to the soul of Africville before its demise and desecration.

By Elissa Barnard
Arts Reporter

THE LOSS OF HOME is what amazes actors Murleta Williams and Jackie Richardson in the Africville story. "That's one of the big things that kicks me about Africville," Williams says, sitting in her cosy kitchen. "These people have no home to go to. I don't know how you can live with that." "It's not just that home you were born in," says Richardson, who grew up in Toronto. "It's the whole town."

Williams, born and raised in New Glasgow, and Richardson, who calls Halifax her second home, star in Consecrated Ground, Halifax playwright George Boyd's third play and the first stage play about the demolition of Africville in the 1960s. Eastern Front Theatre premieres the play at the Sir James Dunn Theatre, opening tonight.

"Africville is believed to be one of the oldest, free, black, indigenous communities in North America," says Boyd, a teenager during the demolition. "We just tore it down."

All that remains of Africville, founded by descendants of black refugees from the War of 1812, and home to champion boxer George Dixon and singer Portia White, is the little-used Seaview Park.

Despite a lack of sewage treatment, piped water, paved roads and public lighting, the tightly knit community hugging the shores of the Bedford Basin initially rejected relocation. Whether it was 1960s urban renewal or a land grab, says Boyd, the City of Halifax insisted, and 400 people from 80 families were relocated, mainly to public housing in Uniacke Square and Mulgrave Park between 1964 and 1967.

The church, Seaview Baptist Church, was torn down in the middle of the night. The last house was torn down on Jan. 6, 1970.

Boyd, author of *Shine Boy* (a play about George Dixon) and *Gideon's Blues*, always knew he wanted to write about Africville "but I didn't think I was brave enough or had enough skill to do this show and then I realized it's now or never," says Boyd. "Somebody's got to write about it."

For Boyd, a play starts with a name. The title, *Consecrated Ground*, came to him from the image of Seaview Baptist Church being torn down.

"It was in all the papers when they razed the church and that is consecrated ground and how dare you desecrate that with a bulldozer? And I knew the play would be called *Consecrated Ground*."

Richardson plays Clarice, a middle-aged woman fighting to bury her dead child in Africville. "Oh, you gotta take your Kleenex," says Williams. "You don't cry because of the situation, you cry because of the story."

Williams and Richardson are fast friends who met when Richardson, recommended to Boyd by actor Walter Borden, first came to Halifax to play the mother, Momma Lou, in Boyd's urban play *Gideon's Blues* in 1990.

"Really and truly," says Richardson, "within the three months of being here for *Gideon's Blues*, I just fell in love with the folks down here and I took my resume and went from door to door."

In the heart of Africville

Boyd's play will make you laugh and cry

By Elissa Barnard
Arts Reporter

George Boyd's play about Africville, *Consecrated Ground*, is the theatrical event of the season and should not be missed.

First, don't go just because it's about Africville. Go because it's a powerful, beautifully-written drama that makes you laugh and cry. (In fact you want to weep on a biblical scale.)

Secondly, do go because it's about Africville and written in the greys of Nova Scotia skies for a well-balanced view that presents different, thought-provoking perspectives on Africville.

Consecrated Ground is set in 1965 when Halifax City is trying to convince Africville residents to sell their land and move to Uniacke Square. By 1965, the 120-year-old Bedford Basin community is a slum cut through by train tracks and over-run by rats after the city opened a nearby dump in the mid-1950s.

After the play at Thursday's opening night reception Thursday, former Africville resident Dr. Ruth Johnson said the play "brought a sadness, a sadness I can never forget."

"George said it was fiction but it was more like true to life . . . because that's how the city played us," she said.

Consecrated Ground, set under the looming, ghostly facades of the church and rundown houses, is both gothic on the scale of its tragedy and comic with sparky village characters and colourful, vernacular expressions like "When you lay down with dogs, you come up with fleas."

Boyd anchors the socio-political story of a community's destruction in the heartbreaking

personal story of Clarice and Willem.

Clarice, whose family goes back generations in Africville, is a middleaged woman who's had a baby boy with the young husband she adores, Willem. When her baby dies, she is determined to bury the child on the "consecrated ground" of Africville.

Meanwhile, Africville is being torn down around her. The white social worker, played with complexity, depth and crisp energy by Christopher Shore, is not a villain. A greenhorn from the Southend, he believes he's helping people escape appalling living conditions and get a good price for their land. When he discovers "the site" is a village populated by real people he experiences shudders of doubt and pain.

The minister's role in the destruction of Africville is tricky. Reverend Miner, somewhat understated in David Woods' performance, has been in on secret city meetings to guarantee a fair price for people's land and to save the church.

Clarice can't understand anybody leaving the land she loves, but Willem can't wait to get out of the shack and the squalor.

Eastern Front Theatre's production, directed by Richard Donat, has stellar performances of depth, intensity and passion.

Jackie Richardson is powerful as Clarice; she digs deep for a finely modulated range of tremendous emotional expression. She has excellent control of timing and rhythm, and a gift for making a character seem natural.

The visual age discrepancy

between Richardson and Jeremiah Sparks, as Willem, even though Clarice is supposed to be older, is initially a hurdle. Both actors rise above this to forge a credible, heartwarming relationship between two people who love each other and whose desires are thwarted in every way.

Sparks suggests currents of emotion - tenderness, anger and misery - within his stoic, laconic character of masculine strength.

Murleta Williams is fabulous as the indomitable Aunt Sarah, a brilliantly-written comic character who vies with the church as the spiritual heart of the community. Williams, with her husky, snappy voice and aged shuffle, completely incarnates this cranky, witty and wise woman.

Boyd builds a community out of six actors and his words. You can almost see the night sky from Clarice's front stoop.

The community characters are well done: Lucky Campbell in a performance of colour and pathos, as the stuttering Double-speak who leaves Africville but is desperate to rejoin his neighbours, and Anne-Marie Woods giving flash and dash to Groovey Peters, the Carribean-accented good-hearted prostitute from Montreal.

Opening night it was difficult to hear all the words spoken by Woods' and by Williams' Aunt Sarah.

The timing and shifts in emotion in some scenes are terrific, in other scenes they need more work. Boyd is a killer with dramatic climax in the end of both the first and second acts.

Richardson has worked in Halifax at least twice a year since. During Consecrated Ground's run, she performs in the Martin Luther King, Jr. tribute concert with Symphony Nova Scotia on Saturday. Then she stars in Neptune Theatre's production of the Southern U.S. classic The Member of the Wedding Feb. 11 to March 7.

For the part of Clarice in Consecrated Ground, Richardson has had to "dig down" to get at her character's dimensions. She is married to Willem, a younger man from the Annapolis Valley, has given birth to an only child at mid-life and is very much a descendant of Africville.

"Her family goes way, way back and she loves it here and single and Willem is gone away and he doesn't have the attachment to Africville so that's something the couple has to deal with," says Richardson. "It's quite complex for me."

Williams plays an old woman, Aunt Sarah. "She's older than dirt," Richardson says.

"Go ahead, keep going," says Williams, passing the coffee, "because Jackie's character razzes me all the time."

Aunt Sarah reminds Williams of all the matriarchs in her own family and of the "wonderful" matriarchs from Africville, including her third cousin, the New Glasgow-born community leader, Mrs. Laura Howe.

Howe, who lived in Africville for 30 years, died in Halifax on Christmas Eve. She went to all of George Boyd's opening nights.

"I can see bits and pieces of all of them in this woman and it's amazing," says Williams.

Boyd has also drawn a picture of a complete community, says Williams. "What he's done is hit on what makes a family tight and what makes the extended family tight. You know the saying, it takes a village to raise a child. This is the village."

Richardson agrees: "He's been able to tap into the essence of Africville so you really get a sense of community, a strong, thriving community and what problems they deal with in their daily life."

Africville was similar to many black Nova Scotia communities in the 1960s, says Williams.

"When you look at black communities in Nova Scotia they are predominantly on the outskirts of large white communities. In New Glasgow we didn't have plumbing for a long time. What's wrong? They can't run it up to our street? Eventually it was done."

This play gives a sense of "what it was like in black communities in Nova Scotia in the 1960s, how the men were struggling to get work, how the women, though not all, worked in service and how families tried to stay together," says Williams.

Some of the problems faced by Africville residents in the '60s are similar to what black Nova Scotians endure today.

Africville was notorious for being located just east of an open city dump, which the city put there in the mid 1950s.

Nova Scotia black communities still have trouble getting essential services and are still targeted for dumps.

"Beechville is going through a thing with the dump out there. North Preston went through a thing with the watershed. Upper Hammonds Plains still doesn't have proper sewage," says Williams. "That's just in Halifax/Dartmouth."

Consecrated Ground, says Boyd, is about gains and losses.

"What the city lost was a vital part of its African Nova Scotian heritage," he says.

"What the city gained was vital harbour frontage.

"The black community lost a very important part of its cultural and historic mosaic. What we gained is the knowledge our so-called white Nova Scotian brethren could make us as itinerant as the Mississippi KKK. So, be on guard."

The play isn't intended to incite anyone, white or black. Boyd wants the drama to make people think.

"What I want to do is re-open the lines of communication here.

People should know so we don't repeat the same mistakes."

Eastern Front Theatre produces Consecrated Ground, a play that Eastern Front's artistic director Mary Vingo asked Boyd to write based on his published teleplay about Africville, at the Sir James Dunn Theatre.

Director is Richard Donat, who directed Gideon's Blues.

Also in the cast are: Lucky Campbell, Christopher Shore, Jeremiah Sparks, Anne-Marie Woods and David Woods.

Set design is by Stephen Osler, and original music by Joe Sealy, who is flying in for the show and the opening night reception. Sealy, whose father was born in Africville, won a Juno award for his Africville Suite.

Consecrated Ground runs through Jan. 24, 8 p.m. and 2 p.m. on Sunday. There is no show Jan. 16 or Jan. 18. Tickets are \$17.50, \$14.50 for students and seniors, and \$10 for Sunday shows at both 2 p.m. and 8 p.m. Box office is 494-3820.

Let's not throw it in the closet. Let's open up the closet door and say this happened to us. Now we have to deal with it.

"Obviously compensation is called for. If the municipal government ... said we're moving all of Fairview, how would people in Fairview feel?"

What Murlita Williams wants most for Consecrated Ground is that it "be extended," she says, laughing. "Neptune should pick it up and put it on the mainstage. It definitely should tour the province."

The two lively actors and singers in Williams' kitchen agree that people must know their own history in order to move ahead and that this play is about an important piece of Canadian history.

"As much as we know about William Lyon MacKenzie, we should know about what happened here," says Richardson. "History is history. It happened."

Production values are high with Stephen Osler's stunning set that includes the sculptural village backdrop and a realistic kitchen and church (with the real pulpit from Seaview Baptist Church), Aetna Gallagher's costumes from dull, house dresses to Groovey's fake leopard skin coat, and Leigh Ann Vardy's strong lighting design. Sound in excerpts from Joe Sealy's *The Africville Suite*, David Woods' poetry and effects for bulldozers and storms is vivid. However, the sound of a child's voice at the very end is jarring.

George Boyd has put us back on the fault line of Africville.

He lays out all the complexities and intricacies of the situation, and starts you thinking about what was done. In what other way could problems at Africville have been solved? And, what now?

"The church was our foundation," Dr. Johnson said Thursday night. "I do pray God will let me live long enough to see the church put back there because they had no business taking the church down."

Consecrated Ground, produced by Eastern Front Theatre, is at the Sir James Dunn Theatre, Dalhousie Arts Centre, through Jan. 24, 8 p.m., and 2 p.m. on Sunday. There is no show Jan. 16 or Jan. 18. Tickets are \$17.50, \$14.50 for students and seniors, and \$10 for Sunday shows at both 2 p.m. and 8 p.m. Box office is 494-3820.

The Mail Star,
January 16, 1999, p. A16.

THE FACTS

What: Eastern Front Theatre produces *Consecrated Ground*, a play that Eastern Front's artistic director Mary Vingoe asked George Boyd to write based on his published teleplay about Africville.

Where: Sir James Dunn Theatre, Dalhousie Arts Centre, Halifax.

Directed by: Richard Donat, who directed *Gideon's Blues*.

Among the cast: Lucky Campbell, Christopher Shore, Jeremiah Sparks, Anne-Marie Woods and David Woods.

Set design by: Stephen Osler.

Original music by: Joe Sealy, who is flying in for the show and the opening night reception. Sealy, whose father was born in Africville, won a Juno award for his *The Africville Suite*.

When: *Consecrated Ground* runs through Jan. 24, 8 p.m. and 2 p.m. on Sunday. There is no show Jan. 16 or Jan. 18.

How much: Tickets are \$17.50, \$14.50 for students and seniors, and \$10 for Sunday shows at both 2 p.m. and 8 p.m. Box office is 494-3820.

The New Star

Tuesday, January 12, 1999 B1

A F R I C V I L L E , H A L I F A X , N O V A S C O T I A

Verbatim Transcript

of

A Taperecorded Interview

conducted by

Scott Roxborough

with

**Donald F. Maclean
5787 Ogilvie St.
Halifax, N. S.
B3H 1C3**

- JUNE 5, 1995 -

**[S.R. : Scott Roxborough
D.F.M.: Donald F. Maclean
F.R.M.: Frances R. Maclean]**

AFRICVILLE, HALIFAX, NOVA SCOTIA, verbatim transcript of a taperecorded interview, conducted by Scott Roxborough, with Donald F. Maclean, June 5, 1995 [S.R.: Scott Roxborough; D.F.M. : Donald F. Maclean; F.R.M. : Frances R. Maclean]

S.R. How did you first get involved with the Committee?

D.F.M. There was a committee called the Nova Scotia Human Rights Committee. It came into being at a time when, of course, human rights were a concern very much in the air both here in Canada and in the United States. It was the time of great troubles, in the United States, with segregation and the need to break it down. (There are minority groups in this province who have suffered from disabilities.) The Committee was brought into being at that time. After it had been in existence for awhile, the situation of Africville became a matter of concern, and the Committee began to concentrate its efforts on it. I think that the relocation of Africville was finished about 1967. I have forgotten the exact date. You will find Clairmont and McGill's book very good for a lot of the factual material. It is indexed,

The situation was that we, the Committee, related to people in Africville. In fact, a number of Africville residents were members of the Committee. Also, City Council had a Committee on Africville. As well, as probably Gus Wedderburn has told you, the City had for a period of about three years a social worker whose assignment was, exclusively, to relate to the Africville situation: Peter MacDonald. Our Committee was very much in contact with him. Probably you have heard some negative things recently about Africville, but really the City went about the matter in a very thorough and careful way. It was not a matter of everybody there being herded and sent off the land. It was a process that went on for three years, dealing with individual members of the community. All of them had individual settlements. Great care was taken to try making sure that they were reasonable in light of the properties as they existed. There were not many people who had clear titles to the land. Technically, the City could have said, I suppose, "Well, you have not any right to be here at all", but the City treated them as if they did have some right. Morally, they did have a right, if already they had lived there for some time. In fact, the Committee did a survey asking representatives of families how long they had been in Africville and what sort of relocation settlement they would like - where would they like to live. At that time, we must remember, segregation was very much a completely unacceptable thing. In the United States, at that time, it was a flaming issue. There, there were segregated busses, schools, employment, and housing. The City of Halifax did not contemplate a situation where it could say to all of the people of Africville, "We are going to take you and put you on a tract of land with improved services." That was simply never considered. That would have been segregation all over again in a different setting. My recollection is that most of the people in Africville relocated in public housing in the north end of the city. Some left the city altogether.

It is becoming today something of a vital myth that, if you can point to some experience in your background, it can become a focus for emotion and for bonding with people who share the same emotional attitude. For example, consider the recent situation of the Carvery brothers. It is very dramatic and newsworthy,

S.R. How has it been exaggerated?

D.F.M. Many people think that all the City was interested in was getting Africville people off the land so that the land could be used for industrial purposes, and not interested in giving the Africville people what they think they should have been given in payment for the land. Former Mayor Allan O'Brien is someone that you should see. He has a very clear mind and would have a clear recollection of the situation that we are discussing. One of the emotional issues was how demeaning it would be for people being moved to other locations, from Africville, to have their furniture carted off in a City garbage truck. That sounds very crude. The point is, however, that the City had several trucks, multi-purpose trucks. They were used for various purposes. They could be used for garbage one day and for something else another day. They were the only trucks the City had, and so they were used in some cases, apparently, to help Africville people to move their belongings. That is the sort of thing that I mean has become somewhat distorted in some people's thinking.

S.R. And how would the claims (for instance, I was speaking with Mr. Irving Carvery and some other people who are involved in the Africville Genealogical Society's efforts for compensations.) They said that one thing the City did wrong was that they did not really consult the people of Africville.

D.F.M. That is not true at all. There were meetings held in Africville, in the Church, with the residents. On one occasion, I recall, Mrs. Steed gave us a list of all the people to whom we could send direct invitations to attend a meeting held in the Church. They were always invited, in an open and general way, to attend the meetings that were held there. There were several members of the Africville community, including Mrs. Steed and her husband, who were on the Committee itself. It was never a matter of not undertaking to consult the people of Africville themselves. Many of them did not turn up, but of course, we could not force people to attend a public meeting. The people were certainly invited to be involved and some did become involved in response. That again, is part of the myth: that the Africville people themselves were not consulted or involved.

S.R. When you were involved, what was your idea of the purpose of the relocation?

D.F.M. The whole purpose behind it was that the City, as early as 1957, had indicated an intention to expropriate Africville. There was a lot of publicity in the United States, there was increasing publicity in Canada - there was an article in Maclean's, for instance, that pointed to the situation in Halifax. Here were people living without proper sewerage, safe water, - a Black community, segregated, and a blight on the city. A number of people thought that, regardless of race or

colour, this was something that should not continue. Because it was a Black community, the situation was all the worse; traditionally, Blacks had been treated less well than other people. The basic idea was to correct this situation. It would not have been feasible, from a financial cost standpoint, to have taken the whole community of Africville and set it up elsewhere as a model community. The cost would have been enormous. Even if this were done, one would still have a segregated Black community or ghetto. Segregation was something that nobody wanted. So the purpose was to bring to an end a situation where people were living in substandard conditions. Some of the people in Africville might well say, "Our houses were orderly and respectable." That was true, some of them were, but, as a community, it could not be said that standard housing was typical.

The Rose Report, and the ordering of it by the City, demonstrated another way in which the City was trying to move in the right way in relation to Africville. Albert Rose, of the School of Social Work, University of Toronto, had done something unique, at the time. Prior to his time, there had not been an in-depth professional study of a glum community in Canada. He did it, with regard to a particular part of Toronto; I do not recall its name. No-one questioned his credentials and capacity to do a meaningful study of Africville and to submit recommendations for the City's consideration and action. He was engaged by the City, came to Halifax, visited Africville, met with City Council people, with our own Committee, and with Africville residents. One of the specific recommendations in his report was that the City put on a fulltime-social worker to deal exclusively with matters related to Africville. My recollection is that all of the Rose Report recommendatins were adopted by City Council. I submit that the Rose Report is indicative of the care with which the City tried to act in relation to Africville. What happened to Africville was not a rushed thing to be over and done with as soon as possible.

I have heard it said that "they came in the middle of the night and tore down the church". But is there any real evidence that anything was torn down in the middle of the night? What would be the point of doing such a thing? It would have created mistrust, which the City did not want and could not benefit from; besides, presumably it would have cost more to do it at night.

Things tend to be idealized. Look at what we [of Scottish extraction] have done with Culloden and what the Acadians have done with the Exclusion. What a great admixture of fact, faulty recollection, and wishful thinking.

R.M. I think it was idealized because of the sense of community, There truly was a sense of community in Africville. People were separated and that sense was broken up.

F.M. Mr. Carvery, whom you have interviewed, speaks of that sense of community. He addressed our Royal Nova Scotia Historical Society, about a year ago. He spoke as if he had been part of the relocation and, in response to a question, stated that he had been

eleven years old at the time. He said, "My father and uncle knew everything about it, and I know all that they know." That is an interesting conviction, but does it represent entirely unchallengable fact? Mr. Carvery is very personable and strikes me as being entirely honest and convinced that all he says is factual.

I recall seeing one old man, Mr. Steed, an Africville member of our Committee and in a position to be very much aware of the whole process that was taking place. I saw him on television, years later, in tears, about what had happened to Africville. He was thinking of the loss of community, I suppose, rather than that the process of relocation had been exploitive or wrong. It would have been unthinkable, in those days, the days of the relocation, to have moved everybody to another location, to have relocated the entire community so to speak. That would have been segregation, and that was what all of us were opposed to. Today the attitude could be quite different. If people want to live apart and separate from others, they should have, or do have, the right to do so.

F.R.M.

I recall being at a meeting in the church, just as the people were finishing a prayer session. It was remarkable the sense of relationship and response that they had. I remember being moved to offer a prayer that I knew. The first line was, "O God, refreshen and gladden my spirit", and he reply was, right away, "Yes, Lord, refresh our spirit".

S.R.

Do you think that the City has been painted as something of a monster since the relocation?

D.F.M.

No, not as "something of a monster". No, but there is still a feeling among some people that the relocation was really just to prepare the way for industrial development and that there was not a real interest in the people. Certainly this was not what our Committee thought and I do not believe that it was the attitude of the City people with whom we were in communication.

Africville was an old and established community, About 1860 was the earliest reference to Africville by name. It was in 1843, I think it was, that Campbell Road, which runs through Africville, was built. It was named after Sir Colin Campbell, the Governor of Nova Scotia, who wanted to make it easier for the farmers in the country to get into the city and to the market.

S.R.

Do you think it was because the City did not want to have Africville as a separate community that they did not supply water and sewerage to Africville as opposed to relocating it?

D.F.M.

I think that somewhere in one of the City staff reports it was stated that it would cost an enormous amount of money to do that. Some of the people in Africville were not paying taxes - they did not have the

ability to pay taxes, and some did not have clear titles to the land. Apart from cost, or perhaps I should say in relation to cost, this would have been complicated because the houses were configured in such a way that it would have been complicated to service them with water and sewerage lines. It seems to me that I recall that being said at the time. I suppose that people could say, perhaps some people did say, "Well, the City has laid lines for other parts of Halifax. We have been here for a long time. Why can't they do it for us?" . One can understand such an attitude, but the reality was that Council would not have expected public opinion to have supported spending that much money on that particular area. Again, the argument of not having segregation even in a well-serviced area would come into play.

I do not recall exactly, but it seems to me that some of the residents were given financial settlements, related to what they possessed in Africville, that were sufficient to enable them to purchase alternative accommodation elsewhere in the City. Most of such people continued to live in the north end of Halifax. A number of people were accommodated in public housing and on the same terms as other people in public housing. What they paid in rent would be related to their ability to pay, so that different people would pay different amounts for the same type of accommodation. Did you hear the story about the suitcase of money? What did you hear about that?

S.R.

I read two things about that. One article said that [?] Carvery, who was one of the last people to leave Africville; and, then, from Charles Saunders' book.

D.F.M.

The account I have is that he did not seem to comprehend the value of what he was being offered - \$13,000 I think it was - and somebody had the idea, which it turns out was a very imprudent one and misinterpreted, that if he actually saw this much money in one place and at one time, he would have a clearer understanding of what he was being offered. The story is that thirteen thousand one-dollar bills were put in a suitcase and carried to him. The result was as intended, evidently, and the offer was accepted. A bad interpretation would be to say that this was a gross approach to take with someone whose experience with money was limited. My own opinion, from what I understand of what happened, is that the attempt was to persuade, not to exploit. It was not a trick.

S.R.

Were you there at the time? I think I heard that you were.

D.F.M.

No, I was not present. In fact, I knew nothing about it until after it had happened. I am not sure exactly where it took place, whether

it took place in Mr. Carvery's house or somewhere else. I am not sure exactly who was involved. I do not think it would have been Peter MacDonald, the social worker. It seems to me that there was an Alderman involved. If so, presumably he would have been a member of the City Council's Committee on Africville. It is a long time ago, and I simply cannot say.

S.R. I understand that showing Mr. Carvery had the opposite effect, that he refused to take the money and demanded that a cheque be given to him, and that he was insulted by the whole procedure.

D.F.M. I really do not know. My conjecture would be that the people who showed him the money wanted to demonstrate visually how much money was available to him and not that they contemplated actually leaving thirteen thousand one-dollar bills with him. I never had the impression that Mr. Carvery was given the actual cash that he was shown. Surely it would have been a very cumbersome and unsatisfactory way of doing things. It is very complicated. You say that he was insulted. I wonder if he was insulted at the time or decided that he should be, and would be, insulted after someone suggested that it was an insulting thing to have done. We shall never know, I suppose.

S.R. What was your impression, at the time, about what was going on? Did you think that things were happening effectively?

D.F.M. The constant concern of the Committee was that the entire process be fair and equitable as far as the individual people in Africville were concerned. As time went on, we felt that this was being accomplished, especially when Peter MacDonald became involved. We all had a high regard for his integrity and his ability to deal with this. We would receive reports from him, of individual settlements that were being made. In some cases, we were being asked, as a Committee, by individual people in Africville, if we thought that what was being proposed to them by the City was reasonable. Very early in the process, the Committee felt that the position of the people in Africville would be strengthened and protected if they could, somehow, collectively reach an understanding with the City about what was to be done. I recall that we were somewhat disconcerted when an individual resident of Africville approached the City on his own initiative and made a settlement. He had every right to do that, of course, and we recognized his right. We felt that this could have a negative influence on what could have been a community response. However, all of the settlements soon became individual settlements and we came to see this as being not a disadvantage. The individual persons were all in relation to individual properties that they owned, or possessed, I am sure that an effort was being made to be equitable. It was not an easy process. The properties differend in size, nature, and condition, and it was not easy to decide concerning them. It is my recollection that, at the City's expense, each individual was entitled to get independent professional advice from a realtor or someone else of their own choice. I do not know to what extent people did that. Here, again, is evidence that the City was trying to do things in a way that would

be fair to all concerned. If the City had decided to railroad things through and not to take into account individual differences, claims, and circumstances, there would have been great opposition from at least certain sectors of the public and, naturally, from our own Committee. This was in the sixties, the time of Martin Luther King, and everyone was very conscious of the injustices against Black people in general.

S.R. So you think the City was doing as much as it could?

D.F.M. It is difficult to say that it was doing as much as it could have done, because how can we determine how much is could? My view is that the City was trying to do as much as it knew how, to be fair and equitable. An underlying consideration was that people should not be living, in racial segregation, in an area with substandard housing conditions. If all the Africville residents had been white, probably segregation would not have been considered a factor in the situation, and they might have been relocated as an entire community. But it is speculation to say that.

S.R. Mr. Cavery said that when relocation was brought up first and there was a meeting in the church about it, all the people said that they did not want relocation. I am wondering about that.

D.F.M. I wonder what meeting that was. Was that a meeting held under auspices of our Committee?

S.R. I think that it was a meeting held before the Committee was set up.

D.F.M. I see. I really do not know about that. I suppose that if people heard that a relocation was going to take place, the initial reaction would be to be against it. There would be no idea of what would be done or how it would be done. I think that the whole relocation process, once it really was put in place, was to allay people's concerns, to the extent that they may have had them, that they were going to lose everything by it.

S.R. Why was it thought that something had to be done? Was it a result of the sort of stories that had been written in Macleans?

D.F.M. That would have been part of it - the publicity that the City was getting. As I recall the Maclean's article, one would get the impression that Halifax was the last place in Canada to have a race-related problem. Beyond that, however, was the fact that, as early as 1957, the City had actually expropriated part of the land that was regarded as Africville. There was no follow-up to this decision, it seems, and most people were unaware that it had been done. If people are going to be removed from expropriated land, naturally the question arises about what is to be done with the land.

You have heard about the Stephenson Report? That was about 1957, I think. The City was contemplating redevelopment in general and industrial development as part of it. Other cities were profiting from industrial

development, so our Council brought in Stephenson to look at the city and to recommend concerning what kind of developments would be appropriate and important to Halifax. Africville is referred to in Stephenson's Report. So there were the two things, concern about Halifax's future development, as a whole, and concern for people living in racial segregation and under substandard conditions. The fact that nothing much was done with the Africville land area, after the relocation took place, counters the view that the City wanted to clear people off the land so that the City could have it for immediate industrial development.

S.R. After the relocation had taken place, what is your impression of how people adapted to their new circumstances?

D.F.M. Our Committee was not much involved after the relocation had taken place. We were concerned with the process or relocation itself. Perhaps one way of getting at that question would be to look at some of Peter MacDonald's reports to the City. On the other hand, that might not be helpful either; I do not know how long he stayed on, after the relocation process had been completed. My own recollection, rather vague after all these years, is that some people were very much pleased with their new quarters, and that some were not - an entirely predictable state of affairs, I suppose. The people who had a regular income tended to be more satisfied with living in public housing where they had to pay rent than people who did not have a regular income. I know that some people missed the community dimension in their new environment, the community dimension that they had had in Africville. Spokesmen for The Africville Genealogical Society are, today, very vocal about the community dimension that came to an end with relocation. Time moves on and selective memories play a strong part. There were attempts made to find employment for Africville residents and to upgrade their training, but I really do not know very much about the specifics of these efforts. I believe that Rose had recommendations concerning employment and training. I recall one course of some kind that the Committee took an interest in. It seems to me that about half the people involved actually completed it. I do not know how typical that course may have been of the training efforts that were put in place as a whole.

S.R. I heard from Mr. Carvery and from Dr. Clairmont that a lot of the training ideas went by the way and were not really carried out.

D.F.M. I really do not know, but if Donald Clairmont said that, I expect it would be accurate.

S.R. What is your impression of what is going on right now and the request for further compensation?

D.F.M. I do not think the attitude should be, "We, the City, did so badly before, in relation to Africville, that now, somehow, we should try to make it up to you." Rather, the attitude should be: "What we did before was reasonable, appropriate, and well-intentioned. We were addressing a particular problem situation of that day. This

day, now, presents its own problems. If one present need is the need of scholarship money for Blacks, then let us address that need as a present need, regardless of whether something right or wrong was done in the past. The amount mentioned, one hundred thousand dollars (was it not?) is not really a vast sum in relation to the number of people it could educate and in relation to a wide need for scholarship money.

The real problem, underlying all that we have been talking about, considerably antedates the relocation of Africville residents. The City Council of the 1960's did not create the problem that they saw embodied in Africville. Africville of the sixties was the product of at least a century of neglect and permissiveness.

If what is to be done now is seen as a compensation for what was done or not done, in the past, everything will be done in a climate of emotionalism that I cannot see as being helpful or constructive. Suppose that Africville had never existed. That fact would be irrelevant to any discussion concerning whether Blacks today need scholarship money and whether the City should provide scholarship money.

S.R. Do you think that the scholarship amount mentioned would be adequate?

D.F.M. Perhaps the question should not be looked at in isolation. What is the broad need for scholarship money in relation to Black young people, white young people, and all other young people? What can be done? In my opinion, it would be sound in principle and desirable in practice if university training were available to every qualified young person in the same way that high-school training is available to every young person. Individual persons, and society, would benefit immensely. The big question is, of course, how could society afford to pay for it? We all know how big our deficits are now.

S.R. Is there a need to make peace with the past, in the sense that Africville has become a horrible symbol to Blacks? Is there a need to address that reality? The Black community feels resentful and that the City has a need, if not to apologize, at least to acknowledge that the community was destroyed and that the sense of community has some significance. It seems that there was never a point of closure with the Africville relocation, never a point where it was said that the process is now complete. Is there a need, now, to put a closure to Africville?

D.F.M. I wonder how that could be accomplished. There is a sense in which it is all over; that is to say, Africville no longer exists. It is true that nobody ever said: This is the historic day on which the Africville relocation process is now brought to a complete end. Today marks the day between the past and the future.

What I think should be done now is for some first-rate person to write a book entitled, Africville: A Generation Later, in which would be set forth the kinds of things that we have been discussing. There is a lot of available documentation. The book could say: this was the original problem as it was perceived, this was the

original thinking about how the problem should be addressed, this is how the problem was addressed, and this is what happened to the residents of Africville. The book should try to make clear what did happen and to dissociate it from views about what should have happened, what might have happened, and who should be praised and who should be blamed. Here are the facts as far as we have the facts. What you think about the facts and what you feel about the facts, are another matter, but let us be clear about the facts. Separately, attention could be given to people's emotions; that is, what are the facts concerning how people feel today?

F.R.M.

Social justice is what this is all about. It is really important to think in those terms. We are looking at ways of being just and fair. There is a great history of injustice. I would say that what is being proposed now is an effort to be fair to the generation that has lived in Africville, an attempt to be just. We never know when complete and total justice has been done. It is not a matter of the City's saying that it did something wrong. It is a matter of trying to be fair to people who have known injustice in their lifetime.

S.R.

It is very difficult to get a point where discussion can start when people disagree on fundamental points. One view is that the scholarships are needed.

D.F.M.

One could not say that the City had not done anything wrong - in the sense that everything done was entirely adequate, but it is my belief that the City did not do anything intentionally wrong. I think that, very much, the present emotional reaction is on that point of intention. There are people who seem to be saying, today, "You really did not have our interests at heart. You really just wanted to get rid of the problem. It was causing a lot of unattractive publicity and you wanted the lands for industrial purposes. That was the real reason. The quickest and easiest way would serve your purpose." That kind of thinking is unfair. My recollection is that the City was very conscious of doing things in a way that would be appropriate and would be seen to be appropriate. The City did not have examples of what to do. As I mentioned earlier, Rose had done the first major study of relocation of this kind in Canada and not very long before the Africville relocation.

F.R.M.

We really are pioneers in this area, of being fair when people are removed from their land. That is true of the aboriginal people in the north of this country. I do not see Africville as a "right or wrong" situation. I think that it was an effort to be fair. I think that the City intended to be fair, but whether it was, totally or not, is a good question.

S.R. when I was speaking to Mr. Carvery, I put the same arguments to him. That when it was happening - relocation, urban renewal was going on throughout North America and that integration was something, not of the throwbacks, but of the progressive people of that time. But he disagreed with that in terms of Africville. He said that the relocation process was something that was discussed well before the sixties. It was something that was discussed, he argued, since the beginning of the century. There had been arguments in Council about getting rid of Africville, either of relocating or of getting rid of what they considered to be a ghetto or a slum.

D.F.M. I think that perhaps Cairmont and McGill bring that up in their book. Two or three times the matter was raised, but nothing was done about it, one way or another. If there is any criticism to be made of the fact that it was brought up two or three times earlier in the century, is a criticism that the situation was not really addressed. Someone may have brought it up, it was discussed, but nothing was done about it.

F.R.M. The important thing is that the issue was addressed and probably the best that could be done at that time was done. When you think of all the injustices and wrongs that humanity has experienced, how can we right all of those wrongs? But we do make efforts to be just, and I think that that is the important thing. I think it is unfair to say that everything associated with the Africville location was wrong. It is unfair to those who were making efforts to relocate people to a better material environment. The unfortunate part of it is that the community spirit lost could not be replaced.

D.F.M. I think that "community spirit" is at the root of all the mythologizing (if that be the correct word). Even although individual residents were reasonably dealt with, the sense of community was ended.

At the end of this very street [Ogilvie Street, Halifax], there was a place called Greenbank. We have been here for thirty-three years, and it was well before our time. It was a very poor white community. Most of the land area was physically removed when they excavated back in order to build the container pier. I have no idea where the people of Greenbank went or how they were resettled or that, indeed, they were resettled at all in any organized way. What happened to Greenbank (and, also, by the way, to the people who were removed to make way for the Scotia Square area) does suggest that the removal of Africville was not racially motivated. I understand that Greenbank disappeared sometime after the War. I do not know when it originated.

I must tell you something that happened when I was with the Department of Education, between 1954 and 1957. One day a man came in to see the Director of Adult Education Division, Guy Henson, who had organized eighteen credit unions during the Depression. His name was Edward Roach. He is now, I believe, the President of Northwood Manor. Do not use his name in whatever you write, unless first asking his permission, because what I am about to tell you, is a matter of personal nature to him. He told Guy Henson that his parents lived in the Jacob Street area,

then a slum area of the city. He said that he had been thinking a lot about them. They were getting on in years and they would not be able to cope indefinitely. What were they going to do? It was a terrible thing, he said, that people would have to live in this kind of situation. He wanted to do something for them and for others like them. To make a long story short, after he had received advice and information, and put much effort into the situation, Northwood Manor is the result. It was he who brought Northwood Manor into existence. It is, of course, in this city a major place of attention to elderly people. That is one way that relocation related to a particular part of Halifax; Africville is the story of another way.

S.R. Perhaps the difference between Africville and the other locations is that Africville had a history that goes back well over a hundred years. From what I hear about Africville, there would not have been the same sense of community in the other places mentioned.

D.F.M. That is true. The parallel between Africville and the other places is not complete. Africville was, for instance, geographically a separate entity, more or less, and had a sense of defined area that did not exist for the others.

When they were trying to determine exactly how many people there were in Africville, the question came up, "But exactly what is Africville?". This was something that our Committee raised. We wondered if it would be possible to answer the question by trying to identify who related to what polling booths at election times. I do not recall the answer to our question on that point, except that it was inconclusive. It may be debated where, precisely, Africville began and ended geographically but there can be no doubt that, in people's minds, it is a clear entity.

S.R. The Africville Genealogical Society has its own set of figures for Africville in terms of what the land was, and how much was paid.

D.F.M. An interesting question is where, exactly, is who getting what figures? Somebody should write up the Africville story in a completely factual way to the extent that facts, nor conjectures, are available. There are facts. There is a record. We should let the facts and the record take us as far as they can. It is a matter of public record who was paid what in the relocation. There cannot be any argument about that. It can be argued whether they were paid too much or too little, but that is a different matter. There may be room for debate there, based upon one's assumptions and views about what is appropriate.

About a year ago, Mr. Carvery made a number of assertions when addressing a meeting of our Royal Nova Scotia Historical Society. He suggested that Africville was settled originally by Maroons. There is no evidence that one can point to, to support that view. In response to a question he replied that his uncle and his father knew that, and they had lived in Africville most of their lives, and he, himself, knew what they knew. My impression is that Mr. Carvery believed what he said and that there was no intent, on his part, to mislead.

S.R. It seems that the records in relation to Africville did not exist in the way that they might have in relation to other parts of the city concerning who came and who went from the community.

D.F.M. Yes, I recall, for instance, that some of the people who had titles to Africville had titles that could be traced back only thirty or forty years; the record was incomplete. It was a complicated process, I recall, for the City to sort out the "ownership" or "entitlement" of a number of Africville properties. I recall that the surveyors succeeded pretty well in defining boundaries to general satisfaction, but that there were two (I do not know which two) that could not be defined because, it appeared, they had been improperly surveyed in the first place. There were some squatters in Africville, but where would be a record of their comings and goings over a period of time? These circumstances give rise to conjectures, and it would be natural for Mr. Carvery to consider that, certainly, his conjectures are just as reliable as anyone else's. It is easier for us, as white people, to look at the situation without great emotion; no doubt, if we were Black, our history as a people would make it much harder for us to be objective and detached. I think that we have to appreciate the feelings that some Black people have about Africville, today, while at the same time trying to draw attention to the facts that we have on record.

S.R. In a lot of ways it seems that the Carvery brothers being now camped on the former Africville land making their protest has sort of advanced things in a way that might not have happened if the Africville Genealogical were doing things entirely on their own. It has brought the issue of compensation back on the table and its being readdressed.

D.F.M. I wonder how knowledgeable the typical City Alderman is, today, about Africville. The relocation took place a generation ago and they would have little knowledge about what the City did unless they made a point of delving into the records. They may well be impressed by the present emotionalism and feel that the City has an obligation now to do something special.

F.R.M. I have spoken about this with present alderman, who thinks that something could be looked at it terms of present need and done, but what do is very difficult to decide. It would be good for the two brothers who have camped out, Victor and Eddie, to have some trust that the intent was right, in relocating Africville, and that the continuing intent, in relation to the scholarship money, for instance, is an intent to be fair. I guess that is hard for them to accept, though.

S.R. It is difficult for us to know what we would be doing in a similar situation.

D.F.M. It is understandable what they are doing. They must be in a difficult situation economically and, no doubt, they have received personal abuse through the years because of their race, and feel that even the best

from us is not good enough. If they consider that exploitation is the customary way that they are treated, rather than the exceptional way, this would be an understandable attitude, and almost anything that people do in relation to them becomes suspect by them and leads to unwarranted expectations.

Somebody should write a factual account of the Africville relocation and, also, a factual account of the present attitudes towards the relocation. The present attitudes, even if not altogether factually based, are, in themselves, facts that have become part of the total story of Africville. Such an account would help the public to assess what was done and what was not done and reach an informed opinion about what should be done, or not done, now.

S.R I suppose in accounts of all forms of history there are the "dark facts", things that tend to be left out, and the filling in is all through someone's interpretation. It is very interesting how every social group constructs its own perception of the past, *from nations all the way down to small communities*. They construct stories about their past and, usually, those stories are based on fact. Today, every major event is documented on videotape and at so many levels.

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COMMITTEE OF THE WHOLE
9 November 1994

To: Halifax City Council
From: Director of Social Planning
Date: 28 October 1994
Subject: Africville Genealogy Society

4.13

Origin:

Halifax City Council referred the submission of Mr. Irvine Carvery of the Africville Genealogy Society concerning the Africville relocation program 1962-1969 to staff for a report.

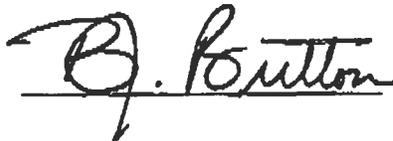
Recommendation:

It is recommended that Council agree in principle to:

- (1) Support the rebuilding of the Seaview Baptist Church in the former Africville site primarily as a memorial, to the community that was, to the community that will exist in the hearts of the people, to the broad community that needs to say to all citizens that people must be treated with human dignity and respect. This support will be in the form of a land contribution of 2.5 acres at the site subject to appropriate zoning amendments which will require proper notice and public hearing.
- (2) Establish a scholarship fund specifically for the descendants of Africville residents. The scholarship fund is to be used to promote excellence in education. A foundation is to be set up to assist in the provision of the funds that will consist of an initial capital of \$100,000 with interest to be used for the scholarships.

Recommended by:

Director, Social Planning

**City Manager's Concurrence:**

City Manager



Circulation and Concurrence:

M. E. Donovan, Legal Department
C. Isaacs, Alderman's Office
R. Ridgley, Finance Department

Discussion:

On July 23, 1962 an unsigned report to City Council stated that in reference to Africville, "a casual inspection indicates however, that the great majority of the buildings could be considered for demolition under the provisions of the City Charter. Only the occasional structure would not be considered dangerous or dilapidated."

This same report identified approximately 80 families with a total population of 370 people. The report continues that some of the families had been living in Africville for at least 40 years, but that most of the families had been living there for at least 10 years. (The implication being that the majority were relatively short term residents of Africville.) The report states "there does however appear to be a constant movement of persons in and out of the area and within the area".

The report presented three options to deal with Africville:

- a. do nothing
- b. simply use expropriation legislation
- c. "The City can use its statutory powers to remove the blight and at the same time, temper justice with compassion in matters of compensation to families affected."

This report recommended that the Africville families should be offered alternative accommodation in subsidized housing even to the extent of exempting people from the normal income limitations; that the Africville people should be integrated into existing/planned projects; where clear title to land and buildings rests with the City because of "recent expropriations" that there be a gratuitous payment of \$500.00 for a quit claim deed; where clear title does not exist expropriation will be carried out through the courts or negotiation and that owners who could not provide title would be given \$500.00; and that if these were agreeable to Council that negotiations in conjunction with church and welfare organizations proceed with the Africville residents. The estimated cost to the City to proceed to completion of the relocation were \$40,000 to \$70,000.

Council subsequently recruited Professor Rose to study the situation and make recommendations to resolve what Council perceived as deplorable housing and an embarrassment to the City.

Rose's recommendation essentially followed the recommendations in the July 1962 report. Rose's recommendation was for a kinder, gentler expropriation with provisions

for alternate housing, education, training, rehabilitation for those dislocated by the City's plan.

These events need to be put into a context of some significant values of the day. The first was clearly the preference that people should not be segregated because of colour (the integrationist movement in the southern United States was generally considered as heroic) and the social engineers believe that if society provided a better environment, i.e. housing, then people would automatically improve in all aspects of socio-economic and psycho-social functioning.

The 'bulldozer' approach to urban redevelopment was the accepted approach into the late 1960's, early 1970's. Halifax had this approach with Greenbank and the site of the present Scotia Square. (By 1969 with annexation of the mainland portions of the then County, the bulldozer approach was over encouraged by federal dollars available through the Neighbourhood Improvement Programs).

The relocation/bulldozer philosophies were used by the Newfoundland and Nova Scotia governments in dealing with communities which could not be economically served (education, health care, etc). This approach to "urban blight" and "rural isolation" dominated the late 1950's, early 1960's when the key decisions about Africville were being made.

The City did deal with an Africville resident's committee. This committee was a genuine attempt to involve the community in discussions on relocation and compensation. Twenty-five years later allegations that the committee was or was not representative cannot be proven.

The City also acquired the services of Peter MacDonald, a social worker from Cape Breton, recommended by the Deputy Minister of Social Services, to do most of the actual negotiation with the Africville residents, again seemingly to achieve the compassion and unbiased approach that Council sought.

The fact that the cost of acquiring 149 properties from 83 families (some families having an interest in more than one property, usually by virtue of an interest in the property of a deceased member) was \$633,749 (data on nine properties is missing), by 1969, seven years after it was projected to cost \$70,000, is an indication that the rigid legalistic expropriation process was not used and that a reasonable effort was made to be compassionate.

The following chart gives a breakdown of these payments:

<u>NUMBER OF FAMILIES</u>	<u>AMOUNT</u>
5 families	up to \$500
9 "	\$501 to \$1000
11 "	\$1,001 to \$3,000
15 "	\$3,001 to \$5,000
13 "	\$5,001 to \$7,000
12 "	\$7,001 to \$10,000
8 "	\$10,001 to \$15,000
11 "	over \$15,000

When the compensation was paid to the Africville families for their properties, the payments related to the price of homes sold on the private market in north end Halifax and in some cases exceeded the price of homes on Leeds, Vestry, St. Paul and Albert Streets.

All the evidence indicates that the money paid for the Africville properties was at least very fair and perhaps generous.

It seems that over time, myths grew about Africville as an idyllic community a self reliant and mutually supportive community. The claim is that more people found themselves on Welfare after the relocation than before. Yet at the mid-point of the relocation, Canada and Nova Scotia saw major Welfare reform with the Canada Assistance Plan, that increased Welfare recipients by virtue of changes in eligibility requirements.

Some confusion arises as to whether or not there was an agreement by the City to initiate an appraisal of the Africville lands, if a proposal came forward to develop those lands.

The motion of December 21, 1967 at the Finance and Executive Committee was "after discussion it was moved by Alderman Connolly and seconded by Alderman Moir that the appraisal of the Africville lands be deferred until development of the lands is proposed; and that pending receipt of development proposals, the matter be reviewed every six months". This motion was never approved by Council. It appeared on the agenda for a number of meetings and was eventually removed.

In early 1989 the City received a proposal to acquire nine acres of land between Seaview Park and the Fairview Cove container terminal. It appears the proposed site did not include former Africville lands.

But if it did and if the motion of December 21, 1967 were to take effect, the issue of whether the lands had appreciated to a greater extent than was paid needed to be considered.

Aside from that, there is no indication that the lands appreciated in value above what

the Africville residents were paid. On a per acre basis the Africville residents received \$50,000 in 1969 dollars which equals \$228,500 in 1994 dollars.

On compensation the City did the right thing.

With regard to the provision of alternate housing, concerns have been expressed about:

- a. temporary relocation to City-owned housing;
- b. the direction of residents into public housing, and
- c. discouragement of some relocatees from home ownership.

With regard to meeting the education commitment, it appears that this was primarily addressed by giving the former Africville residents easy access to the regular Halifax school system and the establishment of the education fund with the proceeds of the Seaview Baptist Church (\$20,000).

With regard to rehabilitation services the two prongs of the Home Aid program to assist some relocatees acquiring the skills to meet the household standards required of Public Housing applicants and the establishment of the Seaview Credit Union with \$70,000 of City and Provincial money to provide loans to help in the adjustment of the relocatees were considered adequate responses.

There is a prevailing belief among the Africville relocatees that the City wanted the Africville lands for the "Industrial Mile" and that the City agreed to re-evaluate the payments made to the Africville property owners to adjust for any increase in the value of the land up to 1985.

There is no evidence that Council made such a decision, there was never a plan put forward to have industrial development on the Africville lands, and the payment for the lands in 1962-1969 exceeded their value relative to the 1993-94 value.

A report submitted to Council in December 1970 states "the single greatest problem experienced by Social Planning staff in attempting to carry out the commitment to the follow-up program has been the inability to establish meaningful dialogue with a representative group of Africville relocatees".

Many will acknowledge that if Africville presented itself to the City in 1994 the approaches to solving the problems would have been radically different than in 1962 and the outcomes also different than the outcomes of 1969. Although the approach would probably have been more sensitive, it is uncertain whether it would have an improved financial benefit to the residents.

The City of Halifax does need to recognize the reality of Africville in its history, celebrate the contributions the Africville people made to the City, and continue to seek and help in their full participation in the life of the City.

Budget Implications:

A sum of money equal to \$100,000 be set aside to be managed by an independent foundation comprised of representatives of the City of Halifax and the descendants of former Africville residents with the interest derived from these funds to be used to provide scholarships.

It is recommended that the capital fund be set at \$100,000. The funds would be derived from a General Government allocation in the 1995/96 fiscal year.

Alternatives:

1. An alternative is to do nothing which will likely contribute to festering animosity between the descendants of the people of Africville and the City of Halifax. The City would also be left open to considerable negative publicity.
2. Vary the options presented by the exclusion of any one.
3. Defer the matter back to staff for an alternative proposal.

Prepared by:

Robert J. Britton, Director
Social Planning

RJB/gb

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Interview with Mr. Fred Brodie by Donald F. Maclean about the
Africville Relocation Project, Jan. 15, 1970

DFM: The first question, Fred, has to do with Africville history.

When did the original settlers move to Africville?

FB: I could make a wild guess, possibly one hundred and fifty years, maybe.

DFM: How was the land in Africville originally obtained by the Africville residents?

FB: Well now, I am not too clear on it but the way I understood it it was handled in somewhat the same manner as Preston and these places. This area was set aside for the Negroes, as a Negro district. I think some of them worked on the Citadel. It was set aside by the Crown, I believe, as a settlement for the coloured people. Whether it was at the same time as Preston and Cherrybrook and Beechville, I am not too sure.

DFM: The next question is pretty well related to the one I just asked. Why did the original settlers move to Africville?

FB: As I had said, I understood it to be an area set aside for these people under Queen Victoria, a kind of a Crown Grant.

DFM: What were the names of the five major families with longstanding historical roots, who lived in Africville at the time of the relocation?

FB: When they moved them out of there?

DFM: Yes, a few years ago.

FB: Yes, well, now the people I remember prominent there were the Carters, Carverys, Leon Steed, Brown, Skinner. These are people some of whom we met.

DFM: I think the question is, the five major families with longstanding roots. Ones that have been there for generations.

FB: There was one of them who had a document of some sort from the Crown. George Davis searched the deeds, but offhand I am just thinking mainly of the people we came in contact like Leon Steed, he was a prominent man there, and the Deacon, and Brown, and Skinner and I am thinking of the fellow who was located on the road going in to Africville from the Barrington Street side and he wanted to rebuild there and they wouldn't issue him a permit on account of the changes taking place. He worked with the CNR Linen Department I think.

DFM: The next one has to do with the population. Were there any major population changes in Africville, after the Second World War? What were these changes and what effect did they have on life in Africville?

FB: Of course, not being a native Haligonian my knowledge of it is almost entirely confined to what our committee out there and our trips out there.

DFM: Would it have made any difference in the way the city relocated the people if documents had been found verifying that the Africville land was granted to the people by Queen Victoria?

FB: Well, actually, they did find one document, didn't they? Didn't someone produce a document? I remember it was mentioned at one of our committee meetings. I can't remember his name, whether it was Carvery or not, I don't know, but I know that the statement was made that this was a document in the reign of Victoria, a sort of a grant.

DFM: Do you think it would have made any difference if documents had been found verifying that the land was

granted to a number of people; you are thinking of one person.

FB: Yes, I am thinking of this one instance. I think perhaps it would have, for instance, when Davis dug up the information at City Hall some of that land had already been expropriated without the knowledge of the people living there which caused a considerable amount of consternation. I think that if a number of documents had been found, I think they would have hesitated in the manner in which they did expropriate there.

DFM: The second section here has to do with community questions and the first one is, how familiar are you with Africville as a community? How many years did you deal with the people of Africville?

FB: Actually here Don, you see, my knowledge of Africville outside of driving through there the odd time was confined to our committee's activities, and the people we knew, and the houses we visited, the church, the school, etc. That is about my education of it, out there, you see, and my contact with people from Africville. I got into the thing originally through the Labour Council.

DFM: You were the chairman then of the Committee.

FB: When the Canadian Labour Congress set up the Human Rights Committee and they asked all the Labour Councils across Canada to set up Human Rights Committees, and Joe Gannon, who was president of the Halifax District Labour Council, asked me if I would take on the chairmanship of this committee. It was new work to me, but he asked me to take it on and it was from there that I got involved in the cases under the Fair Employment/Practices Act, and Fair Accommodation

and gradually gravitated into this. When the Human Rights Advisory Committee was set up, then I went in there as sort of a labour representative, and from there we got into the Africville thing, and real estate. Everything.

DFM: What was your general opinion of community life in Africville?

FB: From what we had seen of it, it was, and what we had known about it, it was a very unsatisfactory thing from the viewpoint of public services, you know, in regard to sewer and water and street lights, snowploughing, police protection, and things like this. It was, the fact that such conditions existed within the city boundary was rather shocking as it was to people coming in from outside and along with that, of course, there may be questions to this later on in this questionnaire, but as to what it meant to the people themselves there, you see, that is to say, for instance, Leon Steed felt quite badly about the fact that Africville was breaking up although he realized the situation just couldn't go on as it was. From his viewpoint, of course, was the fact that here the Black people were living together with their own church and as he said, it is our church and we worship in our own way there and he didn't feel at home in the other churches. Leon had a fairly nice house there but among the poorer people there, they felt, well, we haven't got much but it is ours and we are together here, which is quite an important item.

DFM: Among the Africville people, whom did you know well? Are you familiar with their life history?

FB: I couldn't say that I was familiar with their life history and here again I go to the people whom we contacted, like Leon and his

wife, and Buddy Day and his wife, these people who worked along with us, you see, and the people whom we met more or less casually out there, in the church, I couldn't state that I am familiar with their history because, to begin with, I am not a native Haligonian I'm a Cape Bretoner.

DFM: Was there a stigma to living in Africville?

FB: Unquestionably there was, yes, because as Leon and Emma had said, as soon as you mention Africville people look at you because even in the ghetto areas in Halifax, like Creighton Street, there are some nice well-kept houses along there. But in the case of Africville of course, they thought they came from a place where they have wells and septic tanks and very few street lights, no service. Our own Armdale Fire Department serviced Africville because we were equipped for rural fire fighting.

DFM: You mean the City didn't?

FB: Well the City firemen were hydrant men; they were used to working off hydrants, whereas our areas in the county were rural and suburban firefighting using any water system like wells, ditches, lakes, anywhere we could get water, and we carried water with us. We were equipped for that. As Chief MacGillivray said, "You fellows are equipped for this thing." Wherever we could get a water source we could get our suction down into that and fight a fire and we carried five hundred gallons ourselves and go in with another department who would carry another five hundred gallons and, using it sparingly, we could combat a fire, whereas the Fire Chief MacGillivray of Halifax said, "We haven't the equipment, our people are mostly hydrant. We haven't the equipment, we are city Department."

DFM: You were one of the firefighters yourself.

FB: Yes, I was captain in the Armdale Fire Department. We used to work out in that area once in a while because of the fact that we were equipped, because in our own area, (this was before we had city water and sewer out there) we would fight fires up in Kline Heights and get the water out of wells, ponds, and wherever we could get it; whereas, if the city men went up there, they were mostly hydrant men and used to hooking on to a hydrant. I'm wandering here, now.

DFM: No, that strikes me as being significant. I don't know if Dennis Magill is aware of that practice or not.

FB: For instance, here was an area within the city boundaries and we were better equipped to fight the fires better than the city people. We would go out to Rockingham and stick our hose into Bedford Basin and take a pump down and fight fires along there, for service stations, and things like that.

DFM: Some people viewed Africville as a slum. What do you think? What was your perception of this community. I think you have answered this question already.

FB: Pretty well. The way I understood it, was the way you more or less understood the thing. Here was a community of people, living within the city of Halifax, who didn't have these facilities which the people in Halifax take for granted. As a matter of fact, some of these Africville people had told us sometimes after a snow storm it would be days before they could get out to get groceries and things to bring in there, and here was a situation right inside the city of Halifax, and certainly we went into the thing, I think most of them accepted the fact that we were out there trying to help

them. I always resent being called a do-gooder, and I had stated that on different occasions. What the heck! We are out here to see what we can do to help you, and we are not getting anything out of it. As for me, I'm from the Labour Council and we consider it part of our job. Some of these fellows belong to our unions, so it was just another front to be taken care of.

DFM: Now the next section here has to do with relocation attempts. The first one is, do you know if the City considered relocating Africville prior to 1962?

FB: Let me see now, 1962. The first intimation that we had of this was that, the way it worked out was for many, many, years Africville was there and nobody paid much attention to it. The police went out there if there was a murder or something, so it just grew there by itself, isolated from the city, from the services and things like that, and then the expansion of the city began and the first thing you know, Africville was on their doorstep. You wouldn't have to be very farsighted to see that, well, eventually something will have to be done about Africville if we want to get our expressways out through there, or around the industrial park, etc. but whether they had ever made any definite decision previous to that, I don't know. The ball started to roll, and well, something is going to have to be done about Africville. Nobody seemed to be too clear, and the Africville people themselves weren't quite sure what was going to be done with this land. On several occasions they mentioned that, well, if they are going to use this as an industrial park, why don't they offer us a reasonable amount for it. If our property is that valuable, why don't they make us a decent offer? Then Grant. We met with city on several occasions, Grant, who seemed to be on our side, I will say

that, and he was quite an experienced man in that field. And then, of course, this will likely be dealt with later on as to the offer that the city made.

DFM: I believe there are questions.

FB: I believe so, but as for the original question there, as to whether the city had made any hard-and-fast decision on it previous to that, I couldn't say.

DFM: The next question is related to this and sort of answers the one just asked. What were the plans for the Africville land as outlined in the Master Plan of the City of Halifax prepared by the Civic Planning Commission in 1945?

FB: In 1945? Well that would be way back.

DFM: Would you have any knowledge of that?

FB: I came here in 1945, so I wouldn't have any knowledge about that.

DFM: The next one is that, in 1947, a survey was completed for rezoning the city of Halifax. What use was recommended for the Africville land?

FB: That would be previous to Stephenson, wouldn't it?

DFM: Yes it would. Stephenson was in 1957.

FB: Yes, I was in on some of the Stephenson meetings and the Master Plans they were drawing up at that time.

DFM: There is a question about that a little later. I'll just read that question, rather than ask you to comment on it later as well. In 1954, the Halifax City Board of Works made a proposal for the development of an area which would be offered to people now living in Africville. What are the details of this proposal?

FB: This was one area, wasn't it? That is, to relocate the whole of Africville into another.

DFM: The question says, "...development of an area which could be offered to the people ...".

FB: I don't know. When we got into the thing, there was a whole number of proposals and they brought down a number of Housing Authority people as to what should best be done; then the Africville people had suggested that they should have those small houses for them; and then, what's his name, from Central Mortgaging and Housing, said that this would be expensive development, Grant also said this, that it would be a tremendous amount of money per lot to build individual homes for them, and there wasn't enough acreage available, and then we had the fellow who came down and discussed row housing. A whole number of proposals.

DFM: It is not easy to remember which was which, is it? The next one is: What use of the Africville land was recommended by the 1957 Stephenson Report?

FB: I don't know if there was any specific, if I recall. When we were working on that at that time, they were concerned mainly at that time with the Gottingen Street and that area plus a pilot project up on North Park and through there. At that time there wasn't too much direct discussion about Africville. I know the Africville people were pretty well in the dark as to what, they were seeking information, if they went out of there what was going to be done with the land. The CNR was interested. I guess they still are. All I remember is a whole series of proposals as to how this could be handled.

DFM: There are a couple of other questions that are related to 1957. The next one is, in 1957 the city expropriated part of the Africville land. Why was this land expropriated?

FB: Yes, now that was information which George Davis took up with City Hall and this was a sort of a bombshell. I remember when he dropped that, and the heads turned around. That was the night we met the city, Committee of the Whole, and I believe that perhaps some of the aldermen were not aware just what had been happening. I remember one of them saying, (whether it was Buddy or Leon) that only one person had received an expropriation notice, and he was a man rather simple-minded. You know, I was thinking afterwards. Did you read that story the other day about Carvery in the paper?

DFM: No.

FB: Yes, about a half page, a picture of Carvery standing there on the site of his former home, and I was wondering whether, Carvery got quite a sum of money for his. He was hard bargaining on this thing, and they had made him an offer and he turned it down. They came after him two or three times and would raise the ante every time. He got a few thousand dollars out of it. His grandfather had lived in Africville on the same site, and his father, and he was born there. He had a good claim to it, and I forget the amount.

DFM; Did I ask you this: Were the Africville residents informed about the 1967 expropriation? I didn't ask you that, but you have discussed it.

FB: Yes, we have discussed that. I remember at that time it came up and they were quite excited about it and quite resentful of the fact that only one had received a notice, and according to them, he was not too bright, and they figured if they sent it to him, he would

lose it anyway. This was their attitude.

DFM: The next one - What was the recommendation from the 1961 Housing Policy Review Committee concerning Africville?

FB: 1961. We were going at that time weren't we?

DFM: About that time, perhaps.

EB: Yes, around about that time. It's funny, you know at the time you think you should keep a record. It's aggravating but we were going, if not at that time, not too long after that. Now what their proposal was at that time I can't recall because we had a number of people in here, including Rose and a fellow from Ottawa, and a Central Mortgage and Housing man, and we discussed all these methods of housing, which was the main thing, as to what was going to be done, were they going to rebuild there, or were they going to move them out and, if so, what sort of deal could they make.

DFM: The next question is another specific date. What were the recommendations of the Halifax Planning Board people to Council in 1962?

FB: What were they? Unless you had the minutes of the city meetings or our own committee meetings — .

DFM: The next section here is relocation. What is your general view of the relocation? This is an open-ended kind of question.

FB: Yes, from what I have heard, and it is quite sparse because I more or less lost track of these people, you see, they have moved out and, now Carvery makes the statement that most of them are not happy in their new locations, that is to say, they are paying higher rent and, of course, we know the situation out there, that most of them were just casual workers. Outside of a few like Skinner

and Leon Steed, who was a watchman on Pier 9, there were very few steadily employed people among them. They were casual workers and many of them did pay taxes but some of them didn't and the city didn't push them in this matter. They had these little places, they were more or less a sort of a squatter. I'm sorry that I am so hazy on these questions.

DFM: I know how you feel because that is the way I felt when I was answering them. I'm at the other end of the stick now, I can ask them.

FB: It makes ^{you feel} you, /here you were involved, and I should remember I'm speaking pretty well generalities.

DFM: You are more specific than some people though, because some of these questions are sticklers. Now the next one is, why did the city relocate Africville? In a way, you have commented on that already, Perhaps you would like to look at it again.

FB: As I said earlier there, Africville is on the city's doorstep and something had to be done. The city was moving north and the industrial areas were developing; they needed access roads and express roads and so it just inevitably had to come, and there just had to be something done about Africville after all these generations, you see, and they were stuck. They had the baby on their lap.

DFM: During the relocation, why didn't the city consider such alternatives as (a) cooperative housing or low-income housing on Africville land, or fixing up facilities and supplying resources such as water and sewerage?

FB: The way I understood it was that the city wanted that territory out there for roads and industrial development, possibly even port

development, down the Basin, They had already built the abattoir out there, the incinerator, and they needed this for the roads, and as we said before, some of the housing people would come in here, one particularly to build houses, individual houses in Africville would be beyond the, the federal government wouldn't be interested in such a project; it would be too expensive, unless it was multiple housing. The Africville people, I know that Mrs. Steed thought well, we'll build these little cottages but apparently the housing man said this was out of the question and along with the fact that the city needed this territory for future use. There are a few angles there, for instance, the fact that many of them were welfare cases. Many of them were not steadily employed. I suppose that entered into the fact, of cooperative housing, although those who were welfare cases they have moved them out now, whether they are still welfare cases, and likely many of them are, and who is paying the rent? It is the old problem, but I think they had gone over it pretty well. I know Grant, I asked Bob Grant, I said, "Do you know of any comparable case anywhere that you have worked on, that you have knowledge of?" He thought for a while and he said, "Yes," He had worked for a while in Newfoundland while they were moving the outport people into Grand Falls, Corner Brook and St. John's, and there is a similarity, a parallel in this way that many of these people who settled in the outports in Newfoundland were just squatters and as the inshore fishing died out, and trawlers started picking up their fish, then the Newfoundland government decided that, well, these people will have to be moved into the urban areas, and they ran into problems like this. They had many, many people who had no deeds, or

title to the land at all and simply had just settled on the cliffs there and lived there. So there is a parallel, you see.

DFM: The next question; Your evaluation of the Rose Report?

FB: Oh yes, what I do know. When we had the meeting with Rose there at the Cornwallis Hall, he said this thing has been studied to death, and the thing is to do something about it. Of course, to do something about it is not quite that simple. There are a whole lot of factors to be considered and when we went to City Hall that time, I remember Alderman LeBlanc put the question of the whole economic development down this way. We wanted to get him off that. If they were going to get onto that, then it would be outside the city's jurisdiction, and they would say there is not much we can do about it and that is why I applauded Abbie Lane when she said let's stick to something we can do something about, the housing end of it from the city viewpoint. I mean, there is a lot of truth in what LeBlanc had said. We discussed it before and discussed it in the Labour Council, the question of the whole backward economic development of the area and naturally, with the Black people, it would be an even more severe thing at that, but when we went to City Hall, the question of concentrating on what could be done under city jurisdiction, so Abbie Lane, that is one thing I agreed with her. She put on the things we could get done.

DFM: There is a question related to this. Dr. Rose recommended that the relocation be carried out over a three-year time period. Do you think this was a realistic time period?

FB: It took longer than that to relocate them didn't it? But not too much longer.

DFM: I guess the last one has just been relocated.

FB: Just been relocated, yes, so from that point of view, regardless of how satisfactory, the job was done. The people were taken out of Africville and the last of them has moved out, by bits and pieces, which was the only way they could do it, apparently. It was a question of finding housing that was satisfactory more or less to them and to arrange a deal and get them out. It is rather surprising that they did get them all.

DFM: Prior to the relocation, why didn't the city ever supply such resources as water and sewerage in Africville?

FB: Here you go, You see, Africville had been there for generations, one hundred and fifty years, and it was just by itself and nobody paid much attention to it except the people who lived in Africville. The city at that time didn't need the territory, it was a long way off, but as the metropolitan area developed, but mind you, fellows in the labour movement have said to me, I remember at that time when we were working on that committee, one guy said to me, and he is a really hard-working progressive guy and he said, "Brodie, why don't you leave those people alone. They are happy. All you are going to do is to stir up trouble and if you get them out of there they will be unhappy." I said, "Look, it is not a question of an emotional question, it's a practical solution that we're looking for. Aside from any emotional aspect, or anything like that, here Africville has got to go, it's been said. The Africville people realize it's going to go, but where are we going to go and what will happen to us? Here was the problem, you know, it's not a question of whether

you like Blacks or not, so it was a practical question and we tried to deal with it from a practical viewpoint. They would say, well look, they are happy out there, leave them alone; you are just going to stir up trouble; you are going to get in trouble yourself. As I told Bill Prevost, Bill and I worked together on the Labour Council, it is not a question of all Black people are good and so forth, I don't look upon it in that manner. I meet people; some of them are good and some of them are bad. It's a question of, you have to give a guy an even break and because this situation in Africville was such that it would perpetuate, the whole thing was a vicious circle. Many of them didn't have jobs because they didn't have the education and, as Leon Steed and some of them said, if you applied for a job and said you were from Africville, that was it, you were out. They figured they were all thieves and no good out there. This was the approach, you see.

DFM: There is a section here of questions asked the Committee, including yourself, and myself. The first one, I think you have really answered, but if you want to add anything to it; How did you become a member of the Africville Advisory Subcommittee of the Human Rights Advisory Committee?

FB: Now let's see, going back, I had been a member, I was chairman of the Human Rights Committee in the Halifax-Dartmouth District Labour Council, and you people set up the Human Rights Advisory Committee. How did you, originally?

DFM: I got involved shortly. It was set up before I got involved, by about two meetings, and you came into it later I think.

FB: Whether it was from a communication from the Human Rights Advisory Committee to the Council, I just forget.

DFM: Very likely that was it. I'm not supposed to be answering the questions but since you don't recall, I didn't earlier, but I think we wanted to have a labour member and we thought, who would be the more logical person than someone who was active on the labour committee, so I think we arranged with the District Labour Council and they named you because we felt that that would be better than for us to name a person. The next question is, well again, I guess you have answered it: How did you become a member, and the second, why did you serve on the committee?

FB: From this angle having done work in the Labour Council with regard to cases that were referred to us, regarding fair employment practices, fair accommodation, and I had worked on a number of these; I had gone to see employers, I had gone to the Deputy Minister of Labour and got his interpretation of clauses, and dealt with these people who had been discriminated against and we also worked on legislation which was going through the House at that time based on federal legislation, human rights legislation, so, I had got my feet wet; I had become involved in this thing. I had no sooner been appointed chairman of the Human Rights Committee in the Labour Council then the phone started to ring. A young coloured girl would call up and say I applied for a job and I was just about hired and told them I was coloured over the phone and so forth and this was the story in several cases, and the same with housing, This Gibson girl on Creighton Street, her husband was killed in Gagetown there and she was living with her father, You know the story, She went over to Dartmouth and rented this apartment. She herself was a good-looking girl and they rented her the apartment and the next day her aunt came with her, She was really black, and they had gone out and got some curtains to put up

and then when they saw the aunt there, said we don't rent to coloured; however, this is another case.

DFM: How was the decision reached to invite Dr. Albert Rose to evaluate the Africville situation? Do you recall that?

FB: The city brought him, didn't they? It seems to me that the city brought him in and we held a meeting with him down at Cornwallis St. Baptist hall and we discussed the whole question and he was quite impatient in some respects about the dilly-dallying studies, briefs, and all that stuff, and said it was studied to death, or words to that effect, and the time was now to get some action on the thing, and he did speak briefly about housing like in Cabbagetown, Toronto, read the report and so forth. He was an experienced, municipal housing man, worth listening to but he figured, well, what the heck, you know the problem so get cracking.

DFM: Well I think we are getting to the halfway mark here, Fred, This one is, why didn't the Africville Advisory Committee discuss and consider Africville cases where only a furniture allowance was paid the relocatee?

FB: I wonder if they got hold of Peter MacDonald.

DFM: They have, they asked everybody.

FB: They would get something specific.

DFM: I think they are also interested in knowing how much we recall, and how much we knew, too.

FB: Peter MacDonald after all was working on it and was a very central figure. He was doing his best and it was a kind of exasperating business you know because he would take these people, some of them

who were hostile anyway, There was some hostility there, Even when we were down at City Hall, the mayor and all the councillors were pretty sympathetic to it. I know there was one coloured fellow sitting next to me and he kept saying over again, "I don't believe anything he says", and I'd nudge him, and said, "Keep quiet, we're making some progress." They were hostile, you see.

Peter did a lot of road work and he would take these families and he would show them a house. It was a kind of an emotional thing; they didn't want to leave Africville even with all its disadvantages. It was their community of Black people, so he'd say they didn't like this, so they would try another. This went on and on and on.

DFM: In November 1963, you met with Dr. Albert Rose at the Cornwallis Street Baptist church. What was discussed? Did you make any recommendations to Dr. Rose?

FB: Did we? We discussed the matter. Then we had people in after that. How it could best be carried out. Rose had spoke of different types of housing which they had used and initiated, but I can't recall Don, any specific recommendations which we made. We could have.

DFM: Now, this is one on relocation. Many people made decisions concerning the Africville relocation. Who were the following persons and for what type of decisions were they responsible? Would you please rank their importance in general decision-making about relocation along the following lines: very important, somewhat important, a little important, not at all important. The first one is Albert Rose. who wrote the Rose Report, he was in Social Work, University of Toronto. How would you rank him?

FB: **I** would rank Rose's opinions as being important, you know. He wasn't here long enough to really study the situation but his

general knowledge of relocating, rehousing people and his planning experience was valuable, but in the actual working out of the thing, after all, as I said, it was more or less a piecemeal thing. They would deal with a number of families and gradually they would get them moved out, get suitable housing for them and then they would get another batch and try and locate them somewhere. It was a question of gradually, I suppose, a war of attrition.

DFM: So you would rank him as being not at all important, a little important, somewhat, or very little?

FB: Well I wouldn't like to play him down, certainly, what I recall of the meeting he had very definite and experienced opinions as to what should be done, but I don't remember any grand overall strategy; how it should be handled. Somewhat important.

DFM: The next one here is Peter MacDonald, where would you rank him?

FB: I think that Peter was the guy who had to work this out with the families and as such it was a hard job to do, from what he has told us and even though he became cynical at times and who wouldn't, in a situation like that. He figured that this was part of his job and he would go out there and he would take these families and show them the houses. He wouldn't be satisfied so he would find another place, and then he would get rid of them, and start on some more. The question of the actual carrying out of the grand decision. They had to do the work. I would say that Peter would have to be rank as important insofar as carrying out the work, carrying out the job. Somebody has to make the decision, somebody has to carry out the

executive order and Peter worked at that. Is he still around here?

DFM: No, he is in Cape Breton, with the Family Court.

FB: I was surprised, a man of his type, I thought that he wouldn't have the patience to work methodically along like this, but he showed quite a bit of determination. Sometimes you would think from what he would say, aw the heck with it, give it up, you know, but he was there and stuck to it.

DFM: The next one here is Bob Grant, the was Director of Development with the City of Halifax. What in your opinion would be the kind of decision he would be responsible for?

FB: You would have to rank Bob Grant as quite as important because he was a man with quite a bit of experience in this matter and what he was trying to do was to get some sort of an arrangement made whereas for instance we had many many families who had no clear title at all, and Grant, to get the ball rolling, get some sort of legal procedure going, This was the angle he was interested in, How is this thing going to be worked out in a practical way? He made the statement that, well, tentatively he said, we'll grant \$500, whether you have a title or not. Many of them said, what can you do with \$500? He said, this is tentative, I am trying to get something, you know, We are finding that very few people have legal title. Those who had legal title, of course they could be handled through an assessment of their property the same as you would any other property, but where you have no clear title, where there is confusion and divided apparent ownership, it is quite a problem, So he said, if you will recall, I think he said, we would,

the city would, tentatively make an offer of \$500. per apparent ownership. In other words, ? amounted to squatter's rights. Now, some of them kind of resented that but at least he was getting down to some basis on which this thing could be done. I would say that Grant would have to be rated more or less important because of the fact that he was a professional planner and he had some experience in this matter and he was trying to get a method by which this thing could be legally done, so I would have to rank him as quite important.

DFM: The next one here is Gus Wedderburn.

FB: Gus, of course is important. There is no question about that because Gus is a man who works at this thing continually, is with it all the time. Even though he is a West Indian and not a Nova Scotia negro, he was told that he wouldn't be too welcome because they are a different race of people, I suppose, an outsider, but Gus, I admire Gus mind you, he works at it and he figures things out and he is courageous about the thing and he is at it continually and he tries to keep things on the point, you know. What can be done now and what can we do about it? Oh yes, I admire Gus, and I would say Gus is important, definitely.

DFM: The next one here is George Davis.

FB: Yes, I have admiration for George. He is a quiet little man but he went down to City Hall there and got out material and maps and found this expropriation business, you see, and the fact that he was a lawyer, he could give us legal advice as to what. I would say that George was invaluable to that community.

DFM: And the next one is Charles Coleman.

FB: I like Charlie. He expressed impatience on a few occasions. I know when we would come out of City Hall, he would say, "This is killing time." Of course, Coleman was an American Negro and he new Harlem, and he knew the South. Basically, the same problem but not to the extent that they have it down there and particularly lately now, Harlem, these places are just a war, but Coleman coming from there and having lived there and seen what happens in Harlem and in these places, it was a great impatience with it of course. We are inclined to be a bit conservative anyway and traditional down here you know, but I mean, this was the situation here. It is only recently that the Blacks in Nova Scotia have really come forward. They had accepted these things pretty well. Up until now, lately, things have really developed, the Black United Front, but Charlie was a good man and he wanted action and he was impatient. Well, what the heck, if you are a Black man and you have a situation like this, you want action. These were his people, his parishioners. This was his flock and he wanted to do something for them and wanted to get it done. I would rate Charlie as a good man.

DFM: The next one is Reverend Wenefred Bryant.

FB: Bryant, he followed him didn't he? I think I only met that man on one occasion, so I really couldn't express an opinion on him.

DFM: The next one here, Fred, is Mr. Byars, the city manager during the time of the relocation. What kind of decision-making do you think he was responsible for, and how would rank him?

FB: Our experience with Byars on this respect, Byars as a City Manager. With what little contact I had with him, and what I knew

of him, I rather admired Byars. He spoke when he had something to say and he had had experience. He didn't say too much, if I recall, when we discussed the matter with City Council. He more or less was looking at it from the view of a City Manager, but I don't think he had too much to say regarding Africville at that time, at that meeting anyway.

DFM: The next one is Alderman O'Brien, as he was then, Mayor O'Brien.

FB: At that time when we had our meeting with the Committee as a Whole, it was Vaughan, wasn't it?

DFM: Yes, and O'Brien was an alderman at that time.

FB: Well now, of course, I am an admirer of Allan O'Brien. I am prejudiced in favour of Allan. I like him and I think he is trying to do a good job there and he is courageous and pretty level-headed.

DFM: Do you remember at this time, the time of the committee, the extent of his involvement?

FB: No, not particularly. I remember LeBlanc getting into it and Abbie Lane and Abbie was on our side.

DFM: The next one I have here is Alderman Richards.

FB: Richards? Did he get into it much? He is not the man I'm thinking of. I am thinking of the older man.

DFM: Connolly? Sullivan? Doyle?

FB: I should remember his name, an older man, and he spoke in a very practical but very sympathetic manner regarding Africville.

DFM: Do you have any recollection of any of these names I've mentioned? Richards, for example.

FB: I can't recall. They likely got into the thing but the people I remember at this time, some years afterwards of course, is Alderman LeBlanc, Abbie Lane, and that councillor's name from, I don't think he is a councillor now. I thought he was very good. He was one of the older men and this was a new field for him to get into. I was quite impressed by the fact that this was a new field for him and he seemed, he was very fair, I thought, but these are the people that I recall.

DFM: You are like I am, Richards, Connolly, Sullivan, and Doyle don't ring bells with me.

FB: No, I don't recall, I remember LeBlanc of course because he had brought up this question of the economic state of things down there and we wanted to get him off that because we were after houses.

DFM: There is one final question on this section and then we have one more page. Why did members of the Human Rights Advisory Committee join the Africville Advisory Subcommittee; that is the City Hall subcommittee, the City Council subcommittee.

FB: Well, yes, that would be the logical thing because we were working mainly through City Council. At that time we were concerned mainly with rehousing these people, even in Africville or outside, but certainly, this was our main problem because I had mentioned we are developing into a real estate committee. We were there as the Human Rights Advisory Committee which, of course, it so happened that the project at hand was the question of where were these people going to go, what is going to be done with them, either there or somewhere else. So, naturally this was our main goal and naturally it

was the city you were working through.

DFM: The next one is, - this is the Africville Advisory Subcommittee representatives; these were the people who were on the City Council Subcommittee from our group. In the Africville Advisory Subcommittee how were decisions reached regarding settlements? This was the small City Council Committee of three members and three of our own people on it.

FB: I don't know. It was mainly our meetings, here and at Gus' place, our meeting with the city, our meetings out at Africville, in the church, that I recall. These are the things that I recall.

DFM: The next one - How were disagreements over settlements among Committee members solved? Settlements of property.

FB: I don't know that, either. You would have to have someone with more specific information on the thing than I have.

DFM: What role did Peter MacDonald play in the decision-making of the Africville Advisory Subcommittee? How aggressive was he? Did he change his mind under pressure?

FB: You see, I don't know. You would have to know the inner workings there. I remember Peter as saying it was a question of, as I said before, trying to get these people relocated, two or three families at a time, and worked at the thing until he gradually got them moved out. It was a question of Jimmie Higgins' job, working away at it. How he reacted to criticism, I don't know. Certainly our committee didn't criticise him. We weren't in the position to criticise him.

DFM: How were settlements reached for the relocatee? What standards were used in reaching a decision for a settlement amount?

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FB: Yes, as stated earlier it started off with a tentative proposal for instance by the Civic Planning Officer, Bob Grant, for those who had no title, or who had apparent title: \$500.00. Those who had a title, it would be based on the evaluation and a fair settlement reached with the city. As for the working out of individual cases, I wouldn't know too much about that.

DFM: Why did the Africville Advisory Subcommittee vote to expropriate the property of some of the Africville residents?

FB: I wasn't in on that. Not that I was adverse to going in and talking about the matter, I just wasn't in on it. You see, these fellows are after specific information.

DFM: What things do you think the city used in their determining why one person got a larger settlement than another?

FB: There could be a whole number of factors enter into that, wouldn't there? I would think, what sort of property they had, and so forth, I don't know, that would be a matter for the assessor and these people, welfare officers, and that.

DFM: The next one here is, what things do you think the city didn't do but should have done in determining why one person got a larger settlement than another?

FB: That would be beyond my scope. I wouldn't be knowledgeable about that.

DFM: There are four more questions here Fred. The first one: For the relocatee, what do you think has been the greatest cost of the relocation and what have been the greatest rewards? What do you think has been the greatest cost in the things they have had to give up?

FB: I keep thinking of Leon there as one example. Leon realized that Africville was going to go, and he felt badly about it. He had tears in his eyes and he said, "I don't know, it won't be the same. I won't have our community of our people, We won't have our own church, we won't have our own school." We can well understand it, you know. That is one of the disadvantages from, well I suppose you can say it was emotional; nevertheless, these people had lived there for many many years, some of them for generations. It's sort of breaking up like the clearance of the highlanders, like our people were chased off the lands in the Highlands, But then again, you see, if, through relocating in an area that is serviced by sewer and water and regular city service, their children get better schooling and they themselves might have a better opportunity of getting a job, then those are advantages, definite advantages, but this is only part of the problem. Here you are inclined to wander. I have definite opinions how these things will eventually be solved which will bring us into political questions which they are not interested in, I don't suppose, because I don't think this whole race question, discrimination, is going to be solved under our setup, That is just my belief. Here was a job to be done immediately, so we do this and I suppose you might call it a compromise but I think perhaps it is proven insofar, even though as Carvery says most of them are not happy in their new locations,

DFM: What use do you think the city will make of the Africville land?

FB: As far as we know, actually I don't think there is anything specific yet. There is talk of building port developments up on Bedford Basin there, and then of course this road will run along through there. Actually, it is not a really big piece of territory when you figure it out and they have been encroaching on it. There is the abattoir, there is the incinerator and if they build any piers or anything along there, they have talked about it, as part of the Port of Halifax, but I don't know, I haven't heard much about industrial sites or industrial park. There was mention of it at the time and the Africville people were trying to find out what use is going to be made of these lands so that, if it was something important, they were going to stick out for a bigger price, naturally.

DFM: After the relocation was carried out, why didn't the city have a follow-up program?

FB: To see how they are making out in the relocation? Yes, well that of course would be important. Why I don't know what they have done since.

DFM: The last one here, what is your opinion of the Africville Action Committee that has been recently established?

FB: This is not the BUF is it?

DFM: No, it is something else, I don't know much about it myself. I couldn't do much with that one myself.

FB: I really don't know anything about it. I know there is a much more militant spirit among them now, which you read and hear; that they are a bit more impatient about getting things done and they

are influenced by what is happening south of the border. There is really a militant mood down there and that reflects here, you see, but I have no knowledge of this Africville Action Committee.

DFM: Now, they are asking some questions about ourselves personally. You were born in Cape Breton?

FB: Yes, I was born in Cape Breton.

DFM: The next one is the number of years you lived in Halifax.

FB: Twenty-five years.

DFM: Membership and title in Halifax organizations.

FB: Primarily, I am a member of the Halifax Typographical Union and that is the union of my trade; a delegate to the Halifax and District Labour Council, that's my labour connection, outside of the work that I do for the NDP during election time.

DFM: Membership and involvement in Canadian and American organizations?

FB: First, in political activity, I work along with the NDP, that's a national committee. As far as American, our union is largely American, it's an international union, about 10 per cent Canadians, and this applies to most of the national unions.

DFM: You don't look a day older than the day I met you, but how old are you?

FB: I'm sixty-six, I was sixty-six last September. I have been at the trade for fifty-two years.

DFM: There is another question here; what about correspondence from Blum or Borovoy and if you contacted other people to attend

the meeting with Borovoy at the Nova Scotian Hotel?

FB: I remember bringing that up with some of the delegates to the Labour Council and I am just trying to think back who was there. You were there, weren't you?

DFM: No, I think Fran [Maclean] was.

FB: I was just trying to remember, I was there, and the writer who was with the Toronto Star, David Lewis Stein, photographer, he took a lot of pictures, Borovoy was there, Gus Wedderburn.

DFM: Were you involved in convening that meeting? Did you have any correspondence with Blum or Borovoy?

FB: I did have correspondence with Borovoy.

DFM: He was really the one who came down sort of at the very beginning.

FB: Well the first time that I met him I think was when Stein was with him and I met them down there at the Nova Scotian, Gus Wedderburn was there and I am just trying to think who else was there; there were about eight, ten, a dozen people there. At that time Stein was doing a story on Africville and the story was quite good, but it was mainly about Stein.

DFM: Yes, I remember, I remember being a little annoyed at the time.

FB: And the Africville people were a bit annoyed too; one guy scratching the other fellow's back,

SIDE 2

DFM: Orlikoff?

FB: He's from Winnipeg.

DFM: He was at a meeting at the Y one night.

DFM: Where is Sid Blum now? I never hear of him.

FB: I used to hear from Sid quite regularly. He was in Montreal then but I haven't heard anything lately, Apparently I am on the mailing list of the Christians and Jews, but as for Sid I haven't heard about him for quite awhile.

DFM: Well, you knew him before this committee started.

FB: Yes, he had come down here to the Labour Council in Halifax in the first place. After they got these Human Rights going, he came down here just sort of drumming up interest.

DFM: And it was probably through him and yourself that Alan Borovoy got interested.

FB: Yes, likely. I imagine Blum got a hold of Borovoy and they might have known each other previously to this. But, as I say, you lose track of friends.

END OF TAPE

Undated,
but after 1960

AFRICVILLE

CONFIDENTIAL

TO: His Worship Mayor J. E. Lloyd and
Members of the City Council

FROM: P. F. C. Byars, City Manager

DATE: November 26, 1962

SUBJECT: Africville

Attached for information purposes is a copy of a letter from the Development Officer to Mr. George W. Davis, Secretary of a committee representing the Africville group.

City Staff have had one meeting with the group. The questions dealt with in the letter were dealt with verbally at the meeting. The letter merely serves to confirm the answers given at that time.

The Committee has had one further meeting itself since meeting with City Staff. It proposes to further review the discussions and the written material within Committee and with the residents of Africville. Following this, further meetings will be held with Staff.

The progress of negotiations and discussions will be reported to members of Council on a confidential basis from time to time.

Respectfully submitted,

(Original signed)

P. F. C. Byars,
City Manager

RBG/meb
Attachment

(OVER)

C
O
P
Y

File No. D862

November 21, 1962

Mr. George W. Davis,
Barrister,
239 Gottingen Street,
Halifax, Nova Scotia.

Dear Mr. Davis:

Re: Africville

I will attempt to outline below the answers to the questions you have raised in respect of Africville. The questions are dealt with in the order presented by you except in one instance. You will note that I have given the answer to Question 5 before Question 4. This is done for simplification as the answer to Question 5 partially answers Question 4.

1. What precisely are the boundaries of Africville?

The area known as Africville has no definitive legal boundaries. For purposes of the City report of July 23, 1962, Africville is considered to include all the buildings identified by number of Plan No. P500/46 attached. The area would, of course, include the lands which could be legally identified with each and all of the buildings.

There may be some who feel that Africville includes either more or less land and buildings than those illustrated on the plan. The ultimate definition is entirely one of judgment.

2. Why does the City of Halifax want to expropriate Africville?

It is the opinion of the City that most, if not all of the buildings in the area covered by the report could be ordered vacated under the provisions of Section 757 of the City Charter, Ordinance 50, and the statutes pertaining to health and fire protection. In many instances, the buildings could be ordered demolished. If the various legislative provisions are enforced in their entirety, as is happening in other parts of the City, residents of Africville would, almost without exception be required to find alternative accommodation.

Some residents of the area may have good title to their lands. Others have questionable title while still others could prove no title at all. In view of the title situation and the lack of services, residents of the area would be left with little possibility of developing or disposing of their land. Clouds on title would

2. make it very difficult, if not impossible, to raise funds by way of mortgage loans to assist in rebuilding.

It is the opinion of City Staff that conditions in Africville cannot be brought to the minimum level required by Ordinance 50 through a salvage operation. A copy of Ordinance 50 is attached. Essential services, such as sewer, water, and roads require an orderly arrangement of housing units on an acceptable pattern of public rights-of-way. These services cannot be installed without a complete re-arrangement of structures and of land holdings.

Structures moved, as would be required to permit the installation of essential municipal services, are required to meet the standards of new construction within the City. As you are aware, these standards are considerably higher than those imposed under Ordinance 50. Few, if any, of the existing structures could be brought to the standard required of a new building.

In essence, therefore, the City of Halifax proposes to expropriate the Africville area in order to permit betterment of housing conditions for the residents. In the process, it would expect to clear title for the lands in the area once and for all. This would permit these lands to be re-used in an orderly manner and with all the financial assistance that is normally available the financial community.

By expropriating the properties, the City would make itself liable for claims for compensation by persons holding title to lands in the area. Such claims would be compensated at full market value. At the same time, possession of clear title to the lands by the City would serve to justify to some extent gratuitous payments to those with no legal but some moral claim of title.

The present proposal is that the lands in the area should ultimately be converted for industrial or commercial use. A major requirement of the City is the requirement for a right-of-way for the proposed new Shore Drive. The proposals for re-use are illustrated on Plan P500/44 attached. The re-use proposals for the area may have some slight bearing on a decision to expropriate but the primary reason is the necessity to permit and assist the residents of Africville to comply with the requirements imposed upon the balance of the residents of the City of Halifax.

3. If Africville land is potentially valuable for industrial purposes, will residents of Africville receive high value in return for lands expropriated?

Industrial lands are not normally of high value. Most industries are looking for cheap land and most municipalities welcome such industry in spite of this basic requirement. The economic

3. wellbeing of a community depends upon a vigorous employment factor and industry creates this.

The present uncertainty as to land title in the area would make the land virtually useless for industrial purposes. Industries require clear title before they would consider constructing a plant. They need this clear title to protect themselves and in order to encourage participation in the financing of their operations by lending agencies.

The amounts paid by the City for land is not governed by the potential future use of that land. Payments are based upon the present use of the land and reflect the true market value in use of such lands and buildings.

In order to insure a just settlement for both the City and the owner, independent appraisers are engaged by the City to place a market value on each property. Many owners also engage independent appraisers to establish their value for them. Negotiations are carried forward within the framework of values established by these independent appraisals. In the event that negotiations are unsuccessful, the former owner of an expropriated property has recourse to the Courts for establishment of a just settlement. In view of this, our negotiations reflect the decision of previous court cases.

There will be those in the Africville area who have in fact no legal claim to the land which they occupy. The City recognizes that it could expropriate these properties and have no legal liability for compensation. It has been suggested that a form of gratuitous payment be made to those with a moral claim for compensation. Such payment would not be required to be paid by the Courts.

5. Has tax money been accepted from people who lack titles to the properties that they possess? If so, why?

The answer to the first part of this question is yes. For many years properties in the Africville area were not assessed. The reason for the lack of assessment was the apparent lack of a clear claim of land ownership.

In 1956, after the completion of the Cleminshaw Re-valuation of City properties for assessment purposes, the City Assessor became quite concerned about the situation in the Africville area. After consultation with the former City Manager and the former City Solicitor, it was decided that all properties in Africville and indeed throughout the City would be assessed even though no clear title could be established. The basis of assessment was that it would apply only to the buildings. The assessment would be made against the apparent owner of the building. The assessments were in fact made against the persons who claimed to own the building whether these persons could justify their claim or not.

5. The justification for the assessment was the provision contained in the City Charter that occupants of buildings on lands owned by the City of Halifax or Her Majesty the Queen are liable for real estate taxes on the buildings which they occupy. Most of the roots of title examined by the City indicated that the land was originally owned by the City or Her Majesty. Where clear title was not held by an individual it could well be argued that the last known title was vested in the City or Her Majesty.

4. Why has the City accepted payment of taxes on land which was expropriated in 1957?

The original assessments on the properties which were expropriated by the City in 1957 were placed in accordance with and for the reasons given in answer to your Question 5.

When the City expropriated these lands in 1957 it anticipated a claim for compensation from the Estate of William Carvery. It also anticipated that the buildings and the lands would be cleared in a reasonable period of time. Neither of these events occurred.

Assessments against the structures within the area were continued through the year 1960. This continued assessment and any tax collections resulting from the collections are justified on the basis that occupants of structures located on lands owned by the City are, by City Charter, liable for real estate taxes. The assessments were discontinued in the year 1961 on the advice of the then City Solicitor that clear title rested with the City and it was their hope that the lands would be used within a reasonable period of time for industrial development.

6. Why has the assessment of some properties (as reflected in tax bills) decreased during the past few years?

Prior to 1956, assessments in the City of Halifax on residential properties did not closely reflect current market values. In 1956, the J. M. Clem-inshaw Company completed a re-assessment programme of all properties within the City. The Clem-inshaw Company approach to assessed value was current market value. This was in accordance with the interpretation of the requirements of the City Charter.

The original assessments in the Africville area were based upon the original Clem-inshaw valuations. Shortly after the adoption of the Clem-inshaw valuations throughout the City, City Council, as a result of numerous appeals, reduced the Clem-inshaw valuations by 15% across the board. The first reduction in assessment in the Africville area, therefore, reflected this 15% reduction.

6. The net result of the Cleminshaw re-valuation with its slight subsequent reduction by City Council is a very marked increase in the total value of assessed properties in the City of Halifax. The required tax revenue did not change appreciably. The result was that many residential properties and, particularly those in the Africville area, were required to pay substantially less taxes than they would have had to pay prior to re-valuations for assessment purposes. The tax return on residential properties was reduced at this time from \$3.72 to \$1.50 per \$100.00 of residential assessment.

In 1960, the City Assessor's Department did a further re-assessment of all properties. This re-assessment had to take into consideration the provisions of Ordinance 50 which was adopted in 1958. In effect it meant the value of properties which could not conform to the minimum provisions of this ordinance were substantially reduced. The result was that assessments in the Africville area and on some other properties within the City were reduced.

7. Why have not Africville residents been granted permits to improve their dwellings?

It is my understanding that few, if any, of the structures within the area which we have defined as Africville had been built in the first instance under authority of properly approved Building Permits. City records indicate that in the early 1950's approximately sixteen (16) applications were made for Building Permits, twelve of which were for repairs and four for new structures. All but one of the permits were issued as requested.

In latter years the practice of applying for and issuing of Building Permits appears to have reverted to the practice in effect previous to 1950. There appear to be few, if any, Building Permits requested and certainly none have been issued.

If a Building Permit were applied for today it might or might not be issued. The responsibility for issuing such a permit rests with the Building Inspector. The probability is that the Building Inspector would refuse to issue such a permit and his reasons for so doing would be one or both of the following:

1. Properties are not serviced by piped water or piped sewer. It is not the practice in the City of Halifax to issue permits if either of these essential services is missing. The Health Committee is the only authority to issue a permit in the non-use of public sewer.

7. 2. If a building is to be repaired or altered the work done on the building must be sufficient to bring that building to the minimum standards required under Ordinance 50. A Building Permit can only be issued for this type of repair providing the total amount to be expended is not in excess of 50% of the value of the property as determined by the Building Inspector.

If the cost of repairs or alterations is in excess of 50% of the building as determined by the Building Inspector, the repaired building must meet the standards of construction imposed on all new structures. In effect, it would be the opinion of the Building Inspector that Building Permits could only be issued if the proposed alterations resulted in the new structure meeting new construction standards.

If a Building Permit is applied for and is refused by the Building Inspector the citizen has the right to appeal the Building Inspector's refusal to the Committee on Works of the City Council.

8. What will happen to people who do not have evidence of clear titles to lands which they possess? In what way will they be compensated?

The situation in respect of title in the Africville area appears to fall into three general categories:

- (a) Persons who have a paper title to their property.
- (b) Persons who have possessory title to their property.
- (c) Persons who have no apparent legal claim to title.

Persons in Categories (a) and (b) above are, of course, entitled to full legal compensation for their lands. Any person who has a proven title whether by way of registered deed or through possessory title has a claim against the expropriating authority for just compensation. The City would be required and would, in fact, feel obligated to pay the full market value for these particular properties. These market values would, as previously mentioned, be determined by independent appraisal.

Persons in Category (c) above would not have any legal claim to compensation. The City could, in fact, expropriate these properties and place the onus for proof of ownership on the persons concerned. If these persons could not prove a legal right of ownership, the City would not be required to compensate them.

8. In view of the fact that there are families in this position in Africville and because of the special consideration being given Africville, the City has taken the position that it may have a moral obligation to pay some compensation in these cases. It has been suggested that those with an apparent ownership but with no legal claim should be made a gratuitous payment of \$500 in return for vacant possession of the property.

In essence, the City is prepared and required to compensate at market value any persons with a legal claim to title. A gratuitous payment would only be made to those with an apparent ownership but no legal claim.

9. Does the City intend to buy properties solely in terms of their current assessed values?

The City cannot compensate on the basis of assessed values. These values are not normally accepted by the Courts in determining claims for compensation.

As previously mentioned, compensation to owners with a legal claim is based upon the market value of the property in use. The City's offers to such owners are based upon independent appraisals obtained by the City. In order to insure the fairness of the City's offer, many owners obtain their own independent valuation.

10. Would it be possible for the City to convey to Africville residents a sum of money that would enable them to make down-payments on new homes?

The City normally compensates owners to the full extent of the value of the property taken from them. In the case of Africville, it has been suggested that this normal procedure will be followed. It has been suggested in addition that a gratuitous payment of \$500 should be made to those with a moral but no legal claim for compensation.

The amount of money to be paid to the residents of Africville in compensation for properties acquired by the City should, in many instances, be sufficient to make a down-payment on a new home. Persons with a legal claim to a substantial area of land occupied by reasonably large buildings could expect to be paid more than persons with no claim of ownership on either lands or buildings. The gratuitous payment of \$500 to those who have no claim on title would not normally be sufficiently large to cover the down-payment on a new home.

11. Would it be possible for Africville residents to be relocated on land near, but separate from the Industrial Mile area?

The answer to this question falls into two general categories--rental and home ownership. The answers are very complex and involve several fundamental issues. I am attaching for your information a copy of the Uniacke Square Redevelopment Area report which deals in specific terms with these complexities. Outlined below are some general comments:

A. RENTAL

It was suggested in the original report that some of the families in Africville would be unable financially to own new homes of their own or to occupy rental accommodation at full economic rents. These families might in fact wish to take advantage of the subsidized rental housing now being offered by the City to families displaced by redevelopment.

Outlined below are some of the more pertinent points in respect of subsidized rental housing:

1. Rentals are based upon the total income of the family. This total income is considered to be the income of the head of the house, a working wife, resident children over 25, and up to \$75 per month of resident children 25 or under who are working. Shelter rentals approximate 20%-21% of the gross family income. The cost of heat, hot water, etc., if supplied is additional.
2. The subsidized rental projects are constructed in partnership with the Provincial and Federal Governments and are amortized over a period of up to 50 years. The average rental required to be obtained on each unit in the average project in order to meet the costs of investment is between \$85-\$90 per month. This does not include the cost of heat, hot water, etc., if these are provided.
3. The Partnership of the Federal-Provincial-Municipal Government is prepared to subsidize each rental housing unit to an average of \$25-\$30 per unit per month. The apartments or housing units within the project must, therefore, be rented in such a manner as to attain an average rental return of about \$55-\$60 per month. This means that for every low income family admitted to the project, a family of higher income must be admitted.

11. A. RENTAL (cont'd)

In order to establish a subsidized rental project for the residents of Africville in the area of Africville, it would be necessary to prove that the incomes of those who wished admission to the project were such as to provide an average rental return, excluding services, of \$55-\$60 a month. It would seem that such a rent level might be difficult to attain. On the other hand, the lower income people from the Africville area could go into one of the existing or contemplated subsidized rental projects without affecting the rent levels. If these families were unable to meet the average required rental, this average could still be attained by admitting higher income groups from other areas.

b. HOME OWNERSHIP

There may be those in the Africville area who would be interested in re-establishing in homes of their own. It might be possible to find land in the northern part of the City which is zoned for and could be developed for residential use. This would, of course, necessitate the provision of proper streets and municipal services.

There is no way that we have been able to determine in which home ownership can be subsidized with equity to all. The Uniacke Square report deals at some length with this problem. Home owners generally seem to prefer to be able to choose their own location rather than to have such locations imposed by Government. Without subsidization, home owners can probably make a better deal by themselves than they could by proceeding with the direct assistance of any level of Government.

It occurs to me that the questions asked by your Committee tend to emphasize the assessment practices of the City as they apply to the Africville area. Presumably, these questions are directed in an attempt to use the answers in proving title to specific properties. I do not feel, however, that this is the case.

Even if the answers do tend to prove title, I feel your Committee should not lose sight of the fact that assessments are only one part of our taxing procedure. Some time ago we provided you with a list of the tax arrears for Africville. I think you will note from this that the total amount of tax arrears in the area amounts to approximately four times the annual charges. As you are aware, the City has the right to exert tax liens and sell properties at a tax sale where arrears are outstanding.

I could, of course, dwell at much greater length on the answers to some of the questions that you have placed before me. I feel, however, that the answers given are of sufficient length to permit basic consideration by your group. If you require further information, please do not hesitate to get in touch with me.

It is my understanding that you wish to consider these questions with your Committee and with the residents of Africville. Following this, we could arrange for a further meeting with your Committee. I would hope that this further meeting could be arranged reasonably soon as it was my impression that our first meeting was most useful.

Yours very truly,

(Signed) R. B. Grant
Development Officer

RBG/meb
Enclosures

File No. D862

CITY OF HALIFAX

AFRICVILLE

JULY 23, 1962

DEVELOPMENT DEPARTMENT

T A B L E O F C O N T E N T S

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INTRODUCTION

It might be considered desirable to develop a detailed history of settlement in the Africville Area. However, Professor Gordon Stephenson in his redevelopment study of the City of Halifax seems to have stated the problem of the area in a simple and precise manner. Professor Stephenson's comments are quoted below:

"There is a little frequented part of the City, overlooking Bedford Basin, which presents an unusual problem for any community to face. In what may be described as an encampment, or shack town, there live about seventy negro families. They are descendants of early settlers, and it is probable that Africville originated with a few shacks well over a century ago. Title to some of the land will be difficult to ascertain. Some of the hutted homes are on railway land, some on City land, some on private land. There will be families with Squatters Rights, and others with clear title to land which is now appreciating considerably in value.

The citizens of Africville live a life apart. On a sunny, summer day, the small children roam at will in a spacious area and swim in what amounts to their private lagoon. In winter, life is far from idyllic. In terms of the physical condition of buildings and sanitation, the story is deplorable. Shallow wells and cesspools, in close proximity, are scattered about the slopes between the shacks.

There are no accurate records of conditions in Africville. There are only two things to be said. The families will have to be rehoused in the near future. The land which they now occupy will be required for the further development of the City.

A solution which is satisfactory, socially as well as economically, will be difficult to achieve. Africville stands as an indictment of society and not of its inhabitants. They are old Canadians who have never had the opportunities enjoyed by their more fortunate fellows."

Professor Stephenson's comments will serve as an introduction to this report which will attempt to review existing conditions and suggest ways in which the people in the area can be assisted.

THE AREA AND THE PEOPLE

Africville is a sprawling community overlooking the Bedford Basin. There are no legal boundaries to the community but the population is concentrated in three specific areas. The properties considered to form the community of Africville are indicated on Plan No. P500/46 attached.

BUILDINGS AND STRUCTURES

There are about 150 structures in Africville. Approximately 85 of these structures are of a residential nature. There is a church and two commercial buildings. The remaining structures are outbuildings used in conjunction with either the residential properties or the commercial buildings.

None of the structures in the area have been the subject of an intensive inspection under Provisions of the City Charter, or Ordinance 50. A casual inspection indicates, however, that the great majority of the buildings could be considered for demolition under the Provisions of the City Charter. Only the occasional structure would not be considered dangerous or dilapidated.

MUNICIPAL SERVICES

The community of Africville is not served with either piped sewer or piped water. Such roads as are in the area are unsurfaced. Sanitary conditions in the area are very unsatisfactory. Complete implementation of the requirements of the Health Statutes would undoubtedly indicate that few, if any, properties were fit for continued habitation.

THE PEOPLE

There are approximately 80 families in Africville. The total population amounts to about 370 people.

Some of the heads of families in the Africville area are regularly employed with the C. N. R., Dockyards, and with the City. Other persons work in seasonal employment and as domestic help. Some families have no apparent employment.

There is evidence to believe that some of the families have been residents of the Africville area for at least 40 years. Most of the families have been living in the area for at least 10 years. There does, however, appear to be a constant movement of persons in and out of the area and within the area. Absolute statistics are difficult to obtain.

OWNERSHIP OF LAND

It is very difficult to reach firm conclusions respecting ownerships of lands and buildings in much of the area known as Africville. Staff investigations indicate that the Nova Scotia Light and Power Company Limited and the C. N. R. in acquiring properties in the area also encountered difficulties in establishing clear titles.

In attempting to determine title, searches were started from the original land grants, which were made in the 1750's. There was a continuity to these grants to the year 1795 when records become very vague. The next clue to title appears in the City Atlas, 1878. This Atlas, which has no legal basis in fact, indicates that approximately 80% of the properties in the Africville area were owned by the City of Halifax.

There has been some clarification of title in recent years as a result of expropriations by the C. N. R. and by the City of Halifax. The C. N. R. rights-of-way and ownerships are indicated on Plan No. P500/46. The City acquired title to many of the properties in the southwesterly section of Africville when it expropriated for the Industrial Mile in 1957.

The area expropriated and which forms part of the Industrial Mile is also shown on Plan No. P500/46. Most of the lands were owned by the Halifax Relief Commission and the Canadian National Railways. Some of the residential properties within the expropriation area were thought to be in the ownership of the Estate of William Carvery and an amount of \$1 was paid into Court in respect of these properties. There has been no claim by the Estate of William Carvery. There have been no claims in respect of other residential properties within the expropriated area.

Further investigation of the title to lands in the north-eastern portion of the Africville community has lead to the discovery of 13 registered Deeds. The root of one title has been traced back to the turn of this century. The roots of the remaining titles are obscure and disappear from four to twenty-five years ago.

It seems quite possible that many of the families in the Africville area would be able to prove some element of ownership. It also seems probably that almost all rights of ownership would stem from Squatters Rights, which in turn passed through a process of unregistered Deeds to registered Deeds in the thirteen instances mentioned. There might be a few other registered ownerships that Staff were unable to locate.

It should also be noted that great difficulty has been encountered in attempting to plot the location of the lands covered by the thirteen registered Deeds. Eleven of the Deeds have been plotted in a very imprecise manner. It has been impossible to plot the location of the land in the remaining two Deeds.

Title to the Africville properties is in a chaotic state. While ownership of a sort could be proved in most instances, the expense of proving such title might be more than the property was worth.

ALTERNATIVE COURSES OF ACTION

As Professor Stephenson points out in his study, Africville presents an unusual problem for the City of Halifax. The community is, as far as can be determined, over 100 years old. Ownership to lands and buildings is very confused. The great majority of the structures are in such a state of disrepair and dilapidation that they could be ordered demolished under the Provisions of the City Charter. Almost without exception, the buildings lack piped sewer and water and, as a consequence, could be ordered vacated under provisions of the various Health Statutes.

There appear to be three basic approaches available to the City. These are:

1. The City can do nothing about the problem -- this has been the basic approach for over 100 years.
2. The City can make full use of its statutory powers to remove blight. It can limit compensation and assistance to the absolute minimum required by Law.
3. The City can use its statutory powers to remove the blight and, at the same time, temper justice with compassion in matters of compensation and assistance to families affected.

It appears to be generally agreed that something must be done to eliminate blight in the Africville Area. Alternative 1 is not an acceptable solution to the problem. Alternative 2 is a possible solution to the problem and should be examined in detail. Alternative 3 is a probable solution to the problem and, because of this, must surely be examined.

The legal machinery available to the City for the removal of the present unsatisfactory housing conditions in Africville is as follows:

1. Almost all residential structures within the area could be ordered vacated under provisions of the various statutes applying to the occupancy of buildings.
2. The great majority of the structures in the area could be demolished under Provisions of the City Charter or under Provisions of the Fire Prevention Legislation.
3. The City could expropriate the vacant lands.
4. The City could order those properties now occupying City Land to be vacated and arrange for their demolition immediately.

If this course of action is followed, families from the area would be forced to find their own alternative accommodation. The onus would be on these families to prove in Court their right to compensation for the lands and, in some isolated instances, the land and buildings taken from them. The probability is that compensation paid by the City would be very slight as proof of ownership would be very difficult to establish.

Absolute implementation of strict legal responsibility and authority does not in itself appear to provide a suitable solution to the total problem. Africville is a unique area and, in the interests of history and fair treatment to the residents, the approach should be tempered with natural justice. Alternative 3 appears to be the most acceptable approach to the problem.

Families displaced by redevelopment, by demolitions, or the implementation of Ordinance 50 in other areas of the City are, subject to certain conditions, offered decent, safe, and sanitary housing accommodation in public housing projects. There is no good reason why families from the Africville area should not be offered equal opportunity to better their conditions. The offer of alternative housing must be an integral part of the programme for Africville.

It seems to be the general opinion that most families in the Africville area would like to remain in that general location. Some of the conditions which influence the desire of families to remain in the area will disappear as more attention is focused on the area. The City must determine whether it is prepared to provide housing in the location or whether alternative housing in other locations would serve to satisfy any moral obligations to the families displaced. Despite the wishes of many of the residents, it would seem desirable on social grounds to offer alternative housing in other locations within the City. The City is a comprehensive urban community and it is not right that any particular segment of the community should continue to exist in isolation.

The City is now studying a major subsidized rental public housing project in the Uniacke Square Area. This project is intended to create approximately 1100 family housing units. These housing units are designed to assist all those families from all of the City who are unable to provide themselves with decent accommodation. This project, when started, could easily provide the alternative housing for the 80 families now living in the Africville Area.

Aside from the apparent social necessity to integrate the Africville community with the City as a whole, there appear to be sound financial reasons why this should be done. A separate housing project for the Africville community would necessitate the construction of a project which might well cost \$800,000. This project might be built with assistance under Section 36 of the National Housing Act but such assistance might be somewhat difficult to obtain. Section 36 projects are not normally built for a particular segment of the community. In addition, family incomes from the Africville area would probably not be sufficient to produce the average shelter rental required from such projects. In other words, the Africville community might not by itself be able to create the average rental required for a Section 36 project whereas, if it were integrated with the community at large, incomes would not likely create a major problem in relation to the required average rental.

The second point of significance respecting assistance for the Africville community pertains to the matter of compensation for the loss of property. It has been previously indicated that most properties could be ordered demolished under the provisions of the Charter. No compensation could be legally claimed from the City as a result of these demolitions. It has also been stated that the lands could be expropriated and that many occupiers of the lands would have difficulty in proving title to the lands so taken.

In other parts of the City, these same actions are taken under provisions of the City Charter. Owners are not compensated for buildings demolished and owners must prove title through the Courts in order to qualify for compensation for lands and buildings expropriated. While unfortunate precedents can be established by deviating from the strict letter of the Law, there seems to be merit in some deviation in the case of Africville. Africville is unique and, if deviations are permitted, it could be with the clear understanding that such deviations were for Africville and Africville only. Many of the families in Africville have occupied quarters in the area for generations. ✓

It is suggested that natural justice requires an unusual approach to the question of compensation. Some families will be able to prove a legal right to just compensation. Others will have no claim whatsoever. The latter group, subject to certain safeguards, might be offered a gratuitous payment in return for a Quit Claim Deed to all of their interest in a particular property.

Gratuitous payments could only be made by the City if special legislation is obtained from the Provincial Government. Such gratuitous payments would have to be carefully controlled so that only deserving persons would receive them. This control might be attained by requiring that the claimant obtain an affidavit from his Minister or some other responsible person to the effect that the claimant was the apparent owner of the property for a period of five years. If properties have apparently changed hands in the period covered by the affidavit, the new apparent owner could be compensated if he could obtain a sworn affidavit from the original owner confirming that a purchase and sale transaction between the two had in fact taken place. Alternatively, the new apparent owner might present written evidence of the transaction.

CONCLUSIONS

It is the opinion of Staff that the blighted housing and dilapidated structures in the Africville area should be removed. It is the further opinion of Staff that the full legal authority of the City should be used to accomplish this removal. It is the further opinion of Staff that the use of legal authority should be tempered with understanding and natural justice on matters of housing and matters of compensation for the apparent owners of land and buildings within the Africville Area.

IT IS RECOMMENDED that the following general policies be adopted:

1. Families from the Africville Area should be offered alternative accommodation in subsidized rental housing projects. It is suggested that because of the unique position of Africville such offers should not be conditional upon income and that the City should take steps to attain agreement of the Province and the Federal Government in this respect.
2. That the subsidized rental housing offered to the residents shall be within projects constructed for the total population of the City and that no special project should be built for this Community.
3. Where clear title to land and buildings rests with the City as a result of recent expropriations, apparent owners as of the date of expropriation be paid a gratuitous payment of \$500 each in exchange for a Quit Claim Deed and vacant possession of the property. Immediately vacant possession is taken by the City, the buildings would be demolished at City expense.
4. Where clear title does not rest with the City, expropriation will be carried out. Owners who are able to prove title can claim through the Courts for compensation and settlement will be affected through the Courts or by negotiation. Owners who are unable to prove title will be paid a gratuitous payment of \$500 in exchange for a Quit Claim Deed and vacant possession of the property. In each instance, vacant structures will be immediately demolished at City expense.
5. That if recommendations 1, 2, 3, and 4 are adopted, City Staff in conjunction with Welfare and Church organizations will immediately meet with leading members of the community to explain the City's position and the course of action proposed to be undertaken by the City.

The course of action outlined is one course of action which can be taken to eliminate unsatisfactory conditions in the Africville area. In the opinion of Staff, the course of action suggested is fair and equitable to all concerned. It would be accomplished over a period of time and through a gradual process as alternative housing becomes available.

The course of action suggested appears to be within the means of the City. If legal ownership cannot be proved by any resident of Africville, the total cost of acquisition and clearance would be of the order of \$40,000. Legal ownership can, of course, be proved in certain instances and there is no way of knowing exactly how much compensation might be awarded. It would seem, however, that the outside limit of City financial participation on acquisition and clearance would be about \$70,000.

It does not appear that assistance under Section 23 of the National Housing Act would be available to the City in the acquisition and clearance of these properties. Section 23 provides for compensation only in the event of legal rights of owners. Settlements proposed are essentially of the gratuitous nature and many are applicable to the properties which, legally speaking, are now in the ownership of the City.

THE COUNTERATTACK ON DIEHARD RACISM

Halifax is a last stronghold of the nonviolent Canadian kind of racial prejudice.

Alan Borovoy is a gentlemanly expert in the business of fighting gentleman bigots.

This is what happened when Borovoy went to Halifax to champion 2,000 victimized Negroes

First step: In his hotel room Borovoy calls a meeting of Halifax citizens interested in fighting bigotry. He tells them how to force test cases to embarrass bigoted landlords and employers.

BY DAVID LEWIS STEIN

DOING GOOD, like doing so many other things these days, has become a job for specialists. One of these is A. Alan Borovoy, a thirty-year-old Toronto lawyer who makes his living fighting for "fair play" for minorities. Borovoy is the kind of 'small-'l' liberal' who "despises ineffectual intellectuals with no concept of action." He was probably born thirty years too late. In another age, he might have grown up to be a crusading labor lawyer fighting the common man's court battles. As a civil rights lawyer in the Canada of 1962, he hardly ever sees the inside of a courtroom — the dramatic battles against overt and violent racists are long over here. In fact, Borovoy hardly ever comes across an honest hatemonger. His real enemy is the gentleman bigot, who keeps quiet about his prejudices. The gentleman bigot is hard to find and even harder to fight, because he practises discrimination in a courteous and often disarming manner. But that is the kind of subtle fight Borovoy specializes in. This August, he went to Halifax to practise his specialty on behalf of the city's Negroes. I went with him to find out what a professional do-gooder actually does.

Halifax is one of the last frontiers for the professional do-gooder. Within the city limits live about 2,000 Negroes, roughly a tenth of all the colored people in Canada. Most of them are crammed into a downtown slum but eighty families live in a seaside ghetto called Africville. Both Halifax and Africville Negroes are supposed to be protected by the province's fair-employment and fair-accommodation legislation. In fact, ac-

ording to Sid Blum of the CLC human rights committee, Halifax Negroes are treated worse than Negroes in any other part of Canada.

On Borovoy's first morning in Halifax, we went out to Africville. The taxi took us up Barrington, the city's main street. Past the business section, we skirted a barren hill and crossed two sets of railroad tracks; where the pavement ends, Africville begins. Africville is a hillside overlooking Bedford Basin. For more than a hundred years, Negroes have lived on that hill in what amounts to a country village inside the city limits. The hill is covered with winding paths that lead to the houses — some of them rude shacks but others solid and substantial. In a horseshoe surrounding Africville are white subdivisions properly supplied with sewage and water. The people of Africville use only outside privies and polluted surface wells. They have, within smelling distance, a municipal garbage dump.

"WE AIN'T LIVING. WE'RE JUST EXISTING"

As we left the cab a short, heavy Negro woman met us and introduced herself as Mrs. Steed. She led us up the hill to her house. Mrs. Steed is one of the leaders of Africville. For many years she was the only midwife in the village, and the first child she brought into the world is now a woman of thirty-two living only a few houses away. Mrs. Steed's husband Leon was born in Barbados and still speaks with the musical lilt of a West Indian. When he talks about Africville, he speaks with a harsh eloquence. "Our living conditions are abominable. We're third-class citizens. All we want is what our white neighbors have. We don't

OCTOBER 20, 1962

MACLEAN'S

want their money, we just want the essential things of life. We ain't living now. We're just existing."

Seated at the Steed's dining-room table, Borovoy listened to them and four other people from Africville explain their troubles. The city is planning to take over their land and put them into apartment houses. Only a few people in Africville have clear deeds to their property. The rest are squatters, but their nine tenths of the law is enough to make them feel like landlords. The city is in the midst of a massive redevelopment program and has already torn down the homes of scores of people — both white and colored — in downtown Halifax. Many of these people have been placed in a city-run block of apartments called Mulgrave Park. Mulgrave Park, or anything like it, terrifies the people of Africville. For one thing, it means paying rent for the first time in their lives. For another, it means giving up their community church and their community social life. A year ago, the Steeds and a half-dozen other families formed an Africville Association to fight the city. They wrote to Sid Blum and in August, they got Borovoy, whom they regard as their lawyer.

Borovoy told me he thought the city was grossly mistreating the people of Africville because they were Negroes. He told the Africville people he would do everything he could to help them — and all the other Negroes of Halifax. In theory, his job should have been easy. He has the law on his side. The federal government prohibits discrimination in the civil service, in industries covered by federal regulations and in the sale of houses financed by NHA mortgages. Six provinces, including Nova Scotia, have fair-em-

ployment-practices and fair-accommodation-practices acts that guarantee minorities equal rights to jobs and to get service in such public places as restaurants and summer resorts. But the law can only go so far, and where the law stops, Borovoy and others like him, begin.

Four provincial labor federations and eleven city labor councils have human-rights committees that do what they can to see that antidiscrimination laws are enforced. But only three of these committees, in Montreal, Toronto and Winnipeg, have full-time professionals like Borovoy — his official title is executive secretary of the Toronto and District Labor Committee for Human Rights. The others rely heavily on Sid Blum, the associate secretary of the Canadian Labor Congress's human rights committee. Blum is also the man who hired Borovoy. "I heard of a young lawyer who wanted to do this kind of work," he recalls. "We badly needed someone at the time but I didn't go after him. In this job you need a lot of idealism because you have to get along with very little money. I waited six months and sure enough, on one of my trips to Toronto, Borovoy cornered me and I put him on staff."

"THEY WANTED A BARBER. BUT NOT MY KIND"

For over a year, Blum had been writing to Negroes in Halifax, promising them help. In August he sent them Borovoy. Borovoy's first step was to find the people who had shown some interest in trying to help Negroes. While he rushed from interview to interview explaining his ideas for solving the city's "Negro problem" I tried to find out exactly what the problem was.

The biggest part of it, I discovered, is finding a job. The Dalhousie Institute of Public Affairs has

Last word: Borovoy's final speech is to the people of Africville, a century-old Negro ghetto. For the first time, he tells them, Halifax whites and Negroes are co-operating to combat prejudice.

prepared a thorough report on Negroes which says in part, "their depressed economic condition derives of course, in large measure, from the economic difficulties of the Maritimes. The employment problems of Negroes, however, go further than this general condition implies. They have employment opportunities even more unsatisfactory than the local average. A comparison of Halifax Negroes to the whole city population shows they earn less than the mean income, that they are unemployed for many more weeks than the average, and that occupationally they are concentrated in manual or menial jobs." The report rather cautiously concludes that "in part, the explanation for this relatively poor employment showing may lie in racial prejudice."

Unlike the sociologist who studied them, the Negroes seemed certain of what their problem was. This was how some of them described it:

- A prize fighter: "I studied barbering at vocational school. When I finished I went down to a shop that had a 'barber wanted' sign in the window. They thought I wanted a job sweeping floors; then they said they didn't need any barbers. I went down the street and called them on a telephone. I asked if they needed a barber and they told me to come right over. I told them, 'I'm the guy who was just there,' and I hung up."
- A lawyer: "When I was going to school, I would hear of a place that was hiring boys for the summer. I would go there and they would tell me they were all filled up."

that they constitute themselves an advisory council. They would come to this council as individuals rather than as delegates from organizations. That way they could decide to do something and act quickly on their decisions. Then they could go back to whatever organizations they belonged to and try to enlist support. The second thing Borovoy suggested was that they immediately collect enough support to make up a delegation to ask the labor minister to spend more money publicizing the fair-employment and fair-accommodation legislation. Everybody liked that idea. It was simple and straightforward. About Borovoy's third suggestion—testing—they were more hesitant.

"It isn't as popular as going to a brotherhood banquet," Borovoy explained. "But it's a hell of a lot more important."

In a proper test, Borovoy said, a white and a Negro, as evenly matched as possible in age and income, try to get jobs, apartments or service in restaurants and other public places. If the Negro is turned down, then the white tries and if the white is successful, then the case is made. Where the case is covered by law, as in employment, then the testers must be willing to do everything the law provides for—including taking a day off work to testify in court. Where the case isn't covered by law, as in the rental of flats and apartments, they should do everything possible to publicly embarrass the bigoted landlord.

"Some people say we're trouble-makers," Borovoy said. "I say we're trouble-finders. They say we should take our time and try to educate people to accept these things slowly. My answer to these people is 'Nuts!' If we wait for people to love each other, we can wait an eternity."

The hardest place to prove discrimination is in employment. The easiest place is in apartment houses and Borovoy suggested the testers try these

first. Finding a place to live is obviously not as important as finding a job. But the fight against discrimination, Borovoy explained, is waged on several fronts at once. By publicly embarrassing landlords, the testers would draw out the good people and make bigoted employers nervous. The employers could never be sure that the Negro they turned away wasn't a tester who would later charge them under the FEP act. "Our philosophy," Borovoy said, "is to make people uncomfortable."

As an example of what could be done with the results of a systematic test, Borovoy told them how he had lobbied for an amendment to Ontario's fair-accommodation-practices act. After two surveys of Toronto apartment houses showed that some landlords were refusing to rent to Negroes, Borovoy and others in the labor movement began to urge church groups, service clubs, welfare organizations and even municipal councils to petition the provincial government for the amendment. In January 1961, he was able to assemble in Premier Leslie Frost's office petitioners representing thirty-nine organizations. A few months later the amendment was passed—it prohibits discrimination in apartment houses of more than six units—and Borovoy's name was read into the minutes of the debate.

In Halifax, Borovoy could only make a beginning. Testing is a slow and often tedious job. I had expected some opposition to him. It was all very well for Borovoy to talk tough; he was going back to Toronto. The others would have to live with whatever bitterness their testing created. But they were eager to keep their advisory council going and eager to start testing. Once a professional had shown them what they could do, the amateurs were willing to do it. Borovoy's job in Halifax was almost finished. But there was still Africville.

"You're not alone any more"

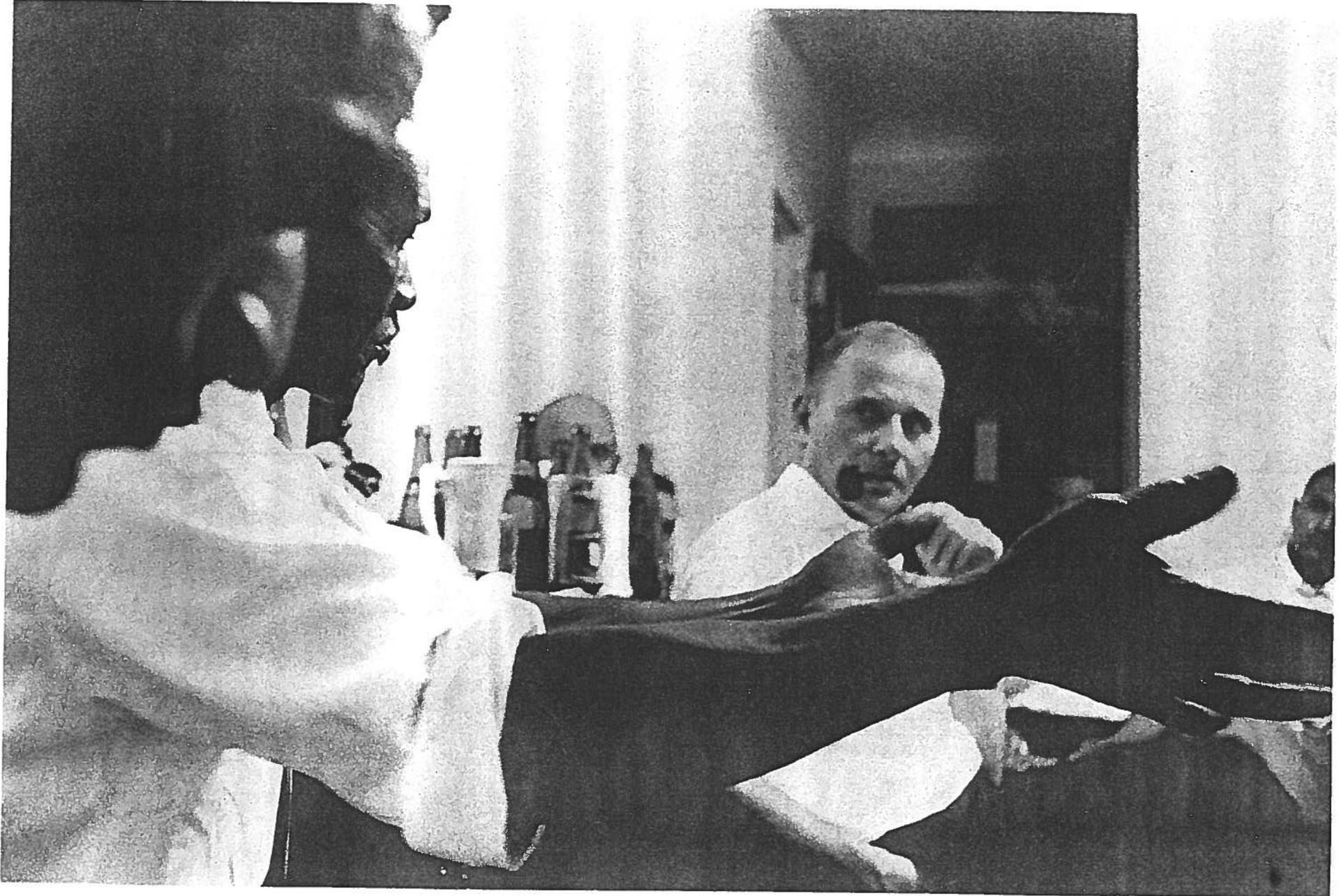
The night after the hotel meeting Borovoy was to speak to a meeting of the Africville Association. Africville, it turned out, is one of those problems that baffle and frustrate the professional do-gooder. Racial prejudice may have created Africville, but what threatens it now is dreams of civic progress. The city has already acknowledged responsibility for what may happen to the people of Africville and has in fact, gone a step further. The city manager has recommended payment to the squatters, even though these people have only a tenuous legal claim to their land. There is still a lot of hard bargaining to be done between the city and Africville before the bulldozers actually move in. But this is not a job for a civil rights crusader. The people of Africville need the services of a real-estate expert—or even a sociologist—when they sit down to bargain with the city. But, waiting to hear Borovoy in Africville's Baptist church, they knew only that he was their lawyer, and had come to help them.

"I have no magic answers," he explained, "but last night, there was a meeting in the Nova Scotian Hotel. Some representatives of yours were there and so were a lot of other people, both white and Negro. We talked not just about the problems of Africville but of all the Halifax Negroes. At least this much has happened—you're not alone any more. Now there are people like Mrs. Maclean of the Voice of Women who want to help you. She's a wonderful woman and I hope you'll invite her out here and that she'll invite you into Halifax. It's up to you. I can't come back here every week or even every month. But if I have at least introduced a few people from Halifax to one another, I can go back to Toronto happy."

That was really all that Borovoy had been able to do. As a crusader for human rights, he hadn't talked to or even met a single outspoken bigot. All his work had been done among people who were sympathetic to him. He had shown them how to do something about their good intentions. The things to be done are undramatic and slow. But they are enough to break down the barriers of racial prejudice.

When Borovoy had finished talking, Mrs. Steed rose in her pew. "When I got into this," she said, "I didn't know it would mean so much work. But now we have friends who want to help us. This is the first time in our history that people from Africville have gone into a meeting like the one Mr. Borovoy called. We've done a lot and with the help of God, we'll keep going." ★





"The real unromantized AFRICVILLE!"

Dear Frank:

Back in the 60's, my family bought a 10-acre piece of property in Nova Scotia. It had been a small family farm which had been abandoned many years earlier.

Its barn and outbuildings, were unsalvageable. The main house was without electricity and plumbing, had sagging floors, unfinished plaster walls, tiny rooms and had been exposed to the elements via broken windows and a leaking roof.

Still, its off the beaten track location which bordered the salt water, its many wild flowers and apple trees had charm and possibilities.

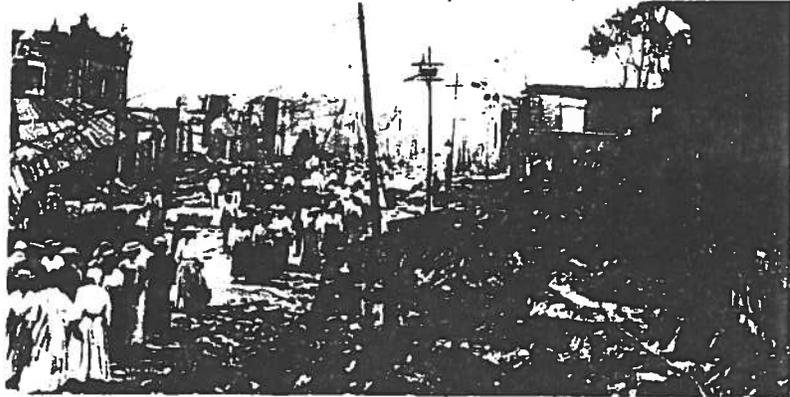
First, we paid to have many truck loads of trash removed from various sites on the property which had been used for generations of dumping. Then we shelled out plenty to have good fill and loam trucked in, levelled and seeded. We trimmed trees, planted lilac, rose and other bushes and assorted colorful annuals. And for years, we toiled in our kitchen garden.

We had a huge dock and sundeck built on the shore.

All the old outbuildings were removed. A new modern-designed barn was built for use as a studio with complete self-contained facilities. The main house itself was elevated and given a proper foundation. All modern facilities including electricity were installed, a new roof, a fire place, extensions on either end with lots of windows, floors levelled, even the attic finished.

All in all, a lot of work and plenty of money went into this very pretty picture.

One sunny afternoon, some of the



farm's former family members returned to the province for a visit. They wanted to have a look around the old homestead. We were happy to oblige.

But we were amazed to hear them say "Why, it hasn't changed a bit...it's just like we remember...I wonder why George ever sold it."

I couldn't help thinking of this when I read (and heard via TV) about Halifax's blacks lamenting the razing of Africville.

RAT INVESTED HELLHOLE

Those speaking about it obviously were getting their information second hand because they (even the reporters) had either come from away or were too young to know what a terrible rat-infested hellhole it really was for the majority who lived there.

This was where tarpaper shacks were built cheek by jowl without sanitary facilities; where residents literally froze to death in winter, suffered tragic fires and major infections from drinking tainted water.

Any given hour of the day, its citizens could be seen scavenging from the nearby city dump for food, building

materials, clothing, furniture or whatever was fit to be resold.

I know because, as a railway worker, I saw (and admired) first hand the agility of young blacks who would scale the sides of the trains which slowly meandered through Africville, break the seals on the boxcars and toss off their contents to their pals running along side in the dead of night.

While some who lived there may have had comfortable shelters and fond memories of their youth, it cannot be denied that in the turbulent 60's Africville, as well as the slums in central Halifax where the shopping centre now stands, was regarded as a national disgrace. Had it not been gutted and its inhabitants quartered in decent housing, city fathers could have been sued for criminal neglect.

Instead of spending money on monuments to the past, local blacks (many of whom are highly educated and motivated) should be looking for ways of providing scholarships and programs for their youngsters' future.

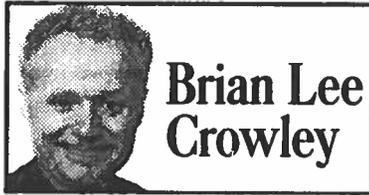
Best regards,
F. Branch
Hamilton

Africa can't blame present ills on past slavery

A UNITED NATIONS-sponsored conference on racism to be held in South Africa will consider whether rich countries in Europe and North America should pay reparations for the slave trade. A senior official with the Organization of African Unity has backed the call for compensation, saying, "The aspiration of the peoples of the continent for justice and equality continues to remain at the heart of the political struggle."

There are few more repugnant institutions than slavery. But one can equally condemn slavery and find these calls for compensation morally indefensible and historically wrong-headed.

Take, for example, the claim that it is wealthy Western nations which are uniquely morally responsible for the ravages of slavery. Everyone knows that black African chiefs participated enthusiastically in the slave trade with Europeans, but it is hardly ever recalled that slavery was a huge African institution long before the arrival of European slavers. Wretched slave labour was the backbone



of West African society, providing labour for farms, ironworks and gold mines, transporting goods and acting as a widely accepted currency. The international slave trade was only an incremental increase, albeit a profitable one, in an existing black African industry.

Moreover, there was a vast slave trade between the Arabs and Africa, working principally through black Muslim chieftains. Zanzibar, the centre of this trade, had a population that was two-thirds slaves. And on the Barbary Coast, stretching across the north of Africa, there was a tremendous trade in white Christian slaves. We all smile now at old Aunt Lydia warning the youngsters in the family of the horrors that befall those who fall into the hands of white slavers, but it wasn't always a joke. Algiers alone was

once home to 25,000 white slaves. The U.S. marines' anthem's reference to the "shores of Tripoli" harks back to an 1805 military expedition to rescue Americans enslaved there.

Far more important, claims that wealthy Western nations are somehow uniquely financially responsible for the ravages caused by slavery ignore the huge moral and financial price paid by those same countries, and especially Britain, to abolish the slave trade. Britain, revolted by the institution of slavery, freely became the first slave-free zone in the history of the world. Through legal precedent and then legislation, slavery was not merely eliminated in Britain itself, but throughout the Empire. This was accomplished in the face of powerful opposition, most notably from the West Indies' interest, whose sugar plantations had created some of the greatest fortunes in the world.

Britain then set out to win the rest of the world over to its anti-slavery commitment in a wonderful example of the complementarity of self-interest and morality. A powerful con-

stituency in Britain could not abide the notion of slavery existing anywhere in the world, an opinion that came to be shared by the British government. And having abolished slavery as a foundation for its own colonial enterprises, Britain could ill afford to let other European countries profit from it.

The result was a long campaign waged by diplomacy and the Royal Navy. Britain essentially bribed many European powers to end the slave trade, while the navy was given surprisingly wide and vigorous powers, which it used to the full, to stamp out the trade around the world.

The early political history of the United States was to a large extent dominated by the slavery question. It so poisoned things that the country ended divided in a bitter and cruel civil war. While Lincoln noted that he fought the war to preserve the union, and not to end slavery, the fact remains that it was the inability of most Americans to reconcile themselves with that institution that led to the breach and ultimately

ended slavery forever in the republic. And the success of efforts to improve the social and economic position of African Americans may be measured by the fact that the average black family in the U.S. now enjoys a standard of living higher than the average Canadian family.

So, if we live in a world in which slavery hardly exists, it is due chiefly to the efforts of Western countries, which, while they did not invent slavery, paid a great price in lives and wealth to eliminate it. And in any case, the good and ill that individuals and governments did in the past transmits neither guilt nor commendation to their descendants. Africa is in a sad state today, but it is a state far more due to the cupidity and turpitude of the continent's present rulers than to the slavery of a distant past. Those who blame their present ills on those long dead are usually seeking to evade their own responsibilities.

Brian Lee Crowley is president, Atlantic Institute for Market Studies, public policy think tank in Halifax. E-mail: BrianLeeCrowley@aims.cg

The Mail-Star

Wednesday, January 31, 2001

Lots of blame

Dear editor:

Re: Brian Lee Crowley's column of Jan. 31. There is lots of blame to be assigned in the long struggle of the human race to rise above exploitation and oppression. Our age is strong on assigning blame and demanding reparations, but there must be some kind of limitation.

Mr. Crowley made some good points. Until well into the 19th century (1863-65 in the case of the United States), slavery was accepted as a natural condition for some portion of the population. Trade in slaves was legal and respectable everywhere until, in 1807, an act was passed by Charles James Fox's administration in the British parliament, prohibiting British subjects from taking part in bringing slaves out of Africa.

This trade began in the 16th century and a century later, slaves were the major African component in the trade that developed between Europe, Africa and the Americas. Much has been written about the economic advantages and disadvantages of this trade to Africa; from the humanitarian point of view, its evils are clear.

But the efforts of the British government to destroy this trade from 1808 should be applauded. The British government spent much money on anti-slave-trade naval patrols and on bribing other countries to restrict or abandon the trade. British diplomacy worked to the same end. In 1833, another act decreed an end to slavery in the British Empire and paid a handsome sum in compensation to slave owners. These acts of reparation by the British should be taken into account when looking at the historical record.

Gordon Haliburton, Wolfville

C4 Saturday, February 10, 2001

The Mail-Star

Ottawa hasn't ruled out Africville compensation

Feds want to study UN report

By **STEPHEN MAHER**
Ottawa Bureau

OTTAWA — The federal government is considering compensation for former residents of Africville.

"We have not ruled it out," Jean Augustine, the federal secretary of state for multiculturalism, said in an interview in Ottawa on Thursday.

A United Nations report released March 12 called on Ottawa to compensate former residents of Africville for what it called the forced relocation of the black Halifax community beginning in the late 1960s.

Ms. Augustine told reporters

then that Ottawa was not considering compensation.

"The government policy remains no financial compensation," she said. "The best approach is to put our resources into building a more equitable society."

On Thursday, she did not say that the government had decided to provide compensation, but she said that it must study the UN report and make a decision.

"The government position is forward-looking," she said. "The government has to consider that recommendation and pronounce on it and we have not yet arrived at a decision as to

how the government will pronounce on it.

"I cannot tell you that the government will do this or that until the government has studied the (report)."

Ms. Augustine said she wants to see compensation.

"I am definitely pushing for it."

She said she didn't know when a decision would be made.

Halifax MP Alexa McDonough, who discussed Africville with Ms. Augustine in the House of Commons on Tuesday, says she thinks compensation may be coming.

"I felt guardedly optimistic on the basis of my conversation with her," she said.

Ms. McDonough says all three levels of government need to work together to do something for the former residents of Africville.

Halifax Mayor Peter Kelly said the city is already in negotiations with the Africville community.

He said Ms. Augustine's comments echo hints of federal compensation from former Halifax Liberal MP Mary Clancy and former heritage minister Sheila Copps.

April 2, 2004

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Mr. Kelly said the city's negotiations don't hinge on commitments from other levels of government but he'd welcome them on board.

"If we can make the package more comprehensive, we would certainly be willing to work with the province and Ottawa to make that possible," he said.

"We're prepared to do what we have to do and we hope the other two levels of government continue to support and join our initiative."

The United Nations report, by Dou-dou Diene, was blunt in its appraisal of

the destruction of the community.

"After 150 years of collusion between the provincial government and the business community . . . in 1970, all of the community was forcefully removed without proper compensation," the report said.

About 80 families lived at Africville when the area was bulldozed as part of a 1960s urban renewal strategy in which some people were paid for their properties and relocated. Some residents ended up in public housing.

At a meeting in Halifax on Monday,

Irvine Carvery, president of the Africville Genealogy Society, called for Ottawa, the province and the city to encourage a settlement.

He said individual compensation for displaced families is not on the table.

"We were affected as a community and this is how we should be compensated," he said.

Ms. McDonough said in Ottawa on Thursday that she believes the city should give some land in what was once Africville for seniors housing.

"It's particularly for aging people that the loss of that community, the

loss of the kinship networks and support systems is very devastating," she said.

The land along the shores of Bedford Basin is now occupied primarily by Seaview Park and the Halifax approach ramps to the A. Murray MacKay Bridge.

Barry Barnet, provincial minister for African-Nova Scotian affairs, said recently that he believed the people of Africville deserve an apology for the relocation.

(smaher@herald.ca)

Friday, April 2, 2004

The Chronicle Herald

82 (C) 1

City won't attend Africville meeting

By Shaune MacKinlay - The Daily News

Halifax Regional Municipality officials won't attend a meeting with the other two levels of government and the Africville Genealogy Society to discuss compensation for the bulldozed black community.

African-Nova Scotia Affairs Minister Barry Barnet said he received a letter from Halifax Mayor Peter Kelly this week saying the city won't participate in Monday's meeting as first thought, "due to ongoing litigation" brought against the city by the Africville group.

"Initially, they gave us the name of a contact person, and sounded very optimistic that they wanted to participate. Now suddenly they've changed direction a bit," Barnet said yesterday.

Barnet said he agreed to get all the parties together after a March news conference held by the genealogy society. At that time, society president Irvine Carvery urged

all three levels to act on a United Nations report that advocated compensation.

Kelly released details yesterday of the city's stalled compensation proposal. The 2002 offer, which has never been formally rejected, includes land at the former Africville site adjoining Seaview Park for the construction of a church or interpretive centre, environmental remediation and municipal services for the site, seed money for the construction, and money toward legal costs for participating in the resolution process.

The mayor pegged the total value at about \$2 million. Individual compensation or a provision to allow homes to be built on the land are not part of the deal.

Kelly said he's pleased the other levels of government are meeting, and he urged them to honour past commitments. The city's legal department decided it wouldn't be wise for anyone from HRM to at-

tend, he said.

"One of the litigants is intending to go to this meeting as well," Kelly said. "Our lawyers have advised us not to go and meet directly."

The genealogy society filed suit against the city in 1996 demanding compensation, an official apology and the rebuilding of the church.

There has been talk for more than a dozen years of compensation for the 1960s destruction of the black community. In 1991, the province announced construction of replica of the Seaview United Baptist Church. Despite a 1992 groundbreaking ceremony, the church was never built.

Barnet said it's time to get a clear understanding of what former Africville residents want.

"We just wanted to see if there was some way through an open dialogue, if we could get this started," he said.

smackinlay@hfxnews.ca

*The Daily News
Halifax, N.S.
(Late April 2004)*

A peek at Africville deal details

City catches group off guard

By MICHAEL LIGHTSTONE
Staff Reporter

Halifax city hall has unexpectedly made public part of a proposed compensation package linked to the forced relocation of residents from the former black community of Africville.

For the first time, the municipality has released "areas of discussion" that it sees as a framework for resolving the decades-old issue.

Mayor Peter Kelly said Friday that Halifax Regional Municipality wants to right an old wrong. Previous city councils always rejected the idea of possible redress.

Africville was a north-end community bulldozed in the 1960s in the name of urban renewal. It is a national historic site; a sundial monument in what's now Seaview Park pays tribute to founding families.

Asked why city hall suddenly decided to make public some of its proposals in the midst of a lawsuit launched against Halifax by former Africville residents and descendants, the mayor said "comments heard here and there" have alleged HRM was doing nothing on the compensation front.

Mr. Kelly said he was not negotiating through the media but wants to inform the public about what the city has been doing.

In late March, the municipality was criticized for not sending a representative to a news conference in Halifax on proposed Africville compensation.

Mr. Kelly said he's urging the province and Ottawa "to step forward" and work with metro officials on a redress package.

"We are before the courts, as you recall," he said, "and we are being sued. So you don't see details here — you see areas of discussion. We can't give too much detail, other than to say that we wanted our issue out there."

Irvine Carvery, president of the Africville Genealogy Society,

said city hall's move caught his group by surprise.

He said the municipality and genealogy society had agreed not to negotiate in public.

"What's the purpose of this?" Mr. Carvery said. He said the mayor's claim that the city has been chastised for doing nothing about Africville rings hollow.

"I've always made it clear that we are negotiating," Mr. Carvery said. "So I don't know what he's all about."

The city outlined its resolution framework in a news release. It doesn't include money for individual Africville residents or descendants, but does offer the following:

- environmental remediation at the site
- zoning some Seaview Park land to accommodate a new church and interpretive centre
- startup money for construction of the church and centre
- provision of water and on-site septic service
- payment of some of the legal costs of the Africville Genealogy Society.

In March, a United Nations draft report said the loss of Africville was an injustice that should be rectified, and it recommended compensation.

Ottawa has said it would consider redress, after initially rejecting the UN report. The provincial government has been sympathetic, saying the Africville community deserves an apology.

Africville had about 80 families left when it was destroyed. Many former residents have died since the last house in the settlement was demolished in the winter of 1970.

"The position of the society up to this point has been that we are prepared to negotiate on a communal settlement," Mr. Carvery said.

Mr. Carvery plans to meet Monday in Halifax with representatives of the three levels of government in to talk about the compensation issue.

The Mail Star

Saturday, May 1, 2004

Halifax mayor seeks meeting on compensation for Africville

HALIFAX

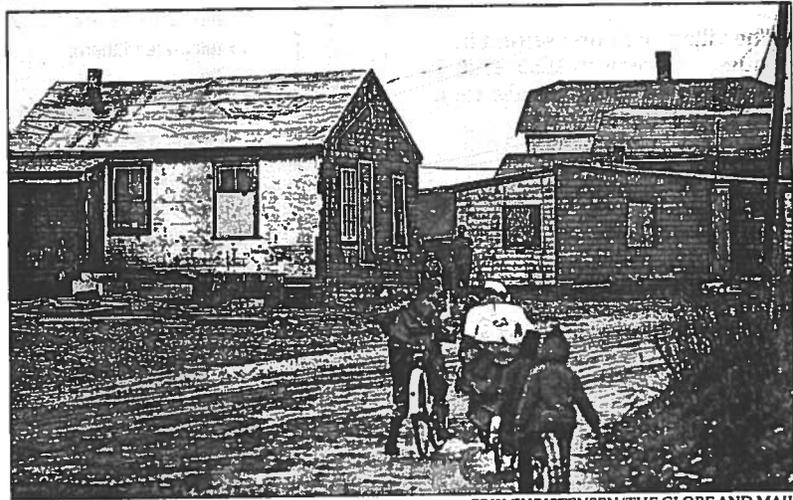
Halifax Mayor Peter Kelly is seeking a meeting with provincial and federal politicians to discuss possible compensation for residents of a black community in the city that was destroyed almost four decades ago.

Mr. Kelly said Saturday that a response from all three levels of government should be prepared before any redress package is offered to members of what was known as Africville.

He said he has contacted the offices of Barry Barnett, the Minister for African Nova Scotian Affairs, and federal Fisheries Minister Geoff Regan.

"We will endeavour to meet with the ministers, clarify their past commitments and see where things lie... so we can move forward with a comprehensive response," the mayor said.

Africville, in north Halifax, was razed in the 1960s in the name of urban renewal and to make way for the MacKay Bridge that crosses the harbour to Dartmouth.



ERIK CHRISTENSEN/THE GLOBE AND MAIL

This picture of Africville, taken in 1967, appeared in *Canada's Capitals: A Portrait*, a Centennial-year look at major cities.

A multimillion-dollar lawsuit launched against the municipality by former Africville residents and their descendants is on hold for at least a year while settlement talks progress.

In March, a United Nations draft report said the loss of Africville was

an injustice and recommended compensation. Last month, protesters outside Halifax City Hall confronted Mr. Kelly and accused the municipality of dragging its feet on a potential settlement.

Canadian Press

The Halifax Herald
July 26/04