

To: His Worship the Mayor  
and Members of City Council

From: S. A. Ward, City Manager

Date: January 23, 1970

Subject: Africville Relocation - Mr. Aaron Carvery

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On December 4th of last year a meeting took place in City Hall for the purpose of obtaining possession of a house belonging to the City of Halifax.

In summary, this meeting was necessary for the following reasons:

1. Mr. Aaron Carvery's property was owned by the City of Halifax at that time by virtue of lawful expropriation on November 28th, 1969.
2. The Halifax-Dartmouth Bridge Commission was most insistent that the house owned by the City be removed to allow an approach road to the A. Murray MacKay Bridge to be completed in order to avoid imposition of contractor's penalties amounting to thousands of dollars a day.
3. City staff was attempting to have done voluntarily that act which could have been achieved by an order of the Court to give up possession.
4. This transaction was of a different nature from the City's normal property acquisitions because it also involved the search for alternative housing, since Mr. Carvery was a resident of Africville and was entitled to certain considerations granted by City Council in its initial decision to relocate the residents of that area.

Present at the meeting were the City Solicitor, Mr. D. F. Murphy, who acted as the City's chief spokesman; Mr. D. B. Hyndman, Director of Finance and City Treasurer who had withdrawn funds from the bank on the City's behalf; Mr. C. W. Smith, Internal Auditor, who was present to ensure the propriety of any transaction; Mr. H. D. Crowell, Social Planner, and Mr. Harry Carter, Special Projects Worker, Social Assistance Department, (himself a former Africville resident) who, in effect, were present on Mr. Carvery's behalf. Also present were two plainclothes Police officers who safeguarded the funds from the time of withdrawal. (A statement that Mr. S. J. Langmaid was also at this meeting is erroneous.)

It is correct that in the course of this meeting of staff with Mr. Carvery, the amount of approved compensation was available to Mr. Carvery in cash, and he was in fact shown the money. The meeting was not held as the NSAACP states, to "coerce" Mr. Carvery into selling his property for \$14,000 or any other

amount: the City already owned the property because of the expropriation. The meeting was held for the sole purpose of seeking Mr. Carvery's agreement to vacate the Africville property.

The meeting concerned itself primarily with rehousing Mr. Carvery so that he could move with reasonable peace of mind. Mr. Carvery, however, maintained his position that the City should pay him the agreed compensation and buy or otherwise make available a five- or six-room house, or pay him \$35,000. Various housing alternatives were discussed, but the meeting ended inconclusively.

At the outset of the meeting, Mr. Carvery was told that he had a right to legal services of his choice at City expense. He was asked if he had obtained legal advice; his reply indicated that he did not, in his opinion, need it. Mr. Carvery's failure or reluctance to obtain legal advice, in the opinion of staff, may have accounted for his failure to understand his position regarding ownership and compensation.

In viewing the history of negotiations with respect to this property, it is essential to keep in mind that the transaction was not a straightforward one wherein the City merely sought to acquire a property for some legitimate public use. It was part and parcel of the City's undertaking to relocate the people of Africville, who were entitled to full compensation for their interests in land and buildings and, among other things, to being rehoused through the City's efforts. Mr. Aaron Carvery's interest was the last for which compensation was to be paid and he was the last person for whom the City was obligated to find acceptable housing.

Two factors made the relocation of Mr. Carvery different from any other:

1. Mr. Carvery's determination not to accept compensation commensurate with the realistic value of his property as established by numerous precedents, including identical interests in the same lands;
2. the fact that the lands which Mr. Carvery occupied ultimately were in the path of the approaches to the A. Murray MacKay Bridge.

Negotiations with Mr. Carvery extended over a period of more than three years. His continued refusal to accept either the compensation or the alternative housing offered by the City brought the matter eventually to a point of crisis caused by the Halifax-Dartmouth Bridge Commission's need for the land. Inevitably, this brought about heavy pressure from the contractors for access to the land, the threat of substantial financial penalties and the prospect of a delay of unknown duration in the opening of the new bridge. The relocation of Mr. Aaron Carvery, therefore, took on a dimension which did not apply in any other Africville relocation case.

Mr. Carvery was one of five heirs of the estate of William Carvery. Council had authorized acquisition of the estate of William Carvery lands for \$25,000. Four of the heirs, brother and sisters of Mr. Carvery, had accepted \$5,000.00 each for their interest, had given up possession of their properties and relocated elsewhere in the City.

In view of the impasse, staff requested the long disbanded Africville Sub-Committee to re-convene to consider a settlement "which would be consistent with the spirit and intent of the total Africville relocation program." At a meeting on September 29, a settlement of \$14,387.76 was agreed upon to be recommended to Council. The subsequent staff report recommended as follows:

- "1. A total settlement of \$14,387.76 be offered to Aaron Carvery, to include compensation for his interest in the William Carvery Estate, his dwellings remaining on the property, his interest in the Estate of Maizie Carvery, furniture and moving allowance, and refund of an amount equal to property taxes paid by him subsequent to the (1953) death of William Carvery, Senior.
2. In the event that Aaron Carvery should be unwilling to accept the above offer of settlement, it is further recommended that the City proceed immediately with expropriation, ensuring that construction of the Narrows Bridge be delayed no further, but that City Staff make every effort to facilitate Mr. Carvery's relocation by offering suitable accommodations, presently being held in reserve for this purpose. However, Mr. Carvery should be assured a settlement from the City of an amount at least equal to the \$14,387.76 being offered, regardless of any decision reached in the law courts.
3. City staff be directed to interpret to Mr. Carvery his right to legal counsel of his own choice, at the expense of the City, should he wish to have formal representation in opposing the terms of relocation offered to him."

City Council approved the recommendations on October 15 and they were communicated to Mr. Carvery by letter and by word of mouth. Mr. Carvery refused to accept either the compensation or any of the housing offered him by the City, and expropriation, therefore, had to be proceeded with. City Council gave its formal approval on November 26, and the actual expropriation took place on November 28. The City, thus, became the owner of the property in question, and Mr. Carvery was so informed. Mr. Carvery was guaranteed compensation of \$14,387.76 even should the courts establish a lesser valuation.

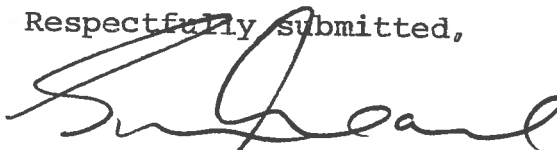
Mr. Carvery refused to vacate the premises, and it became apparent that he would not do so until he was absolutely assured of both housing and compensation to his satisfaction. The City's alternatives at that point were limited to (a) continued negotiation with Mr. Carvery in the hope that he would accept the approved compensation and vacate on the assurance

that the search for suitable accommodation would be continued until concluded to his satisfaction; (b) seeking an order of the Court requiring Mr. Carvery to give possession. As stated in a staff report to Council on November 26, such a step was to be taken only on a "last resort" basis. While preliminary preparations respecting an application for such an order were put in motion, staff chose for the moment to continue to negotiate for an amicable conclusion to the relocation.

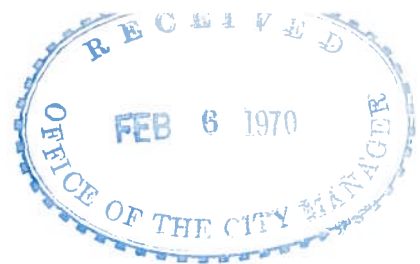
For the record, Mr. Aaron Carvery eventually accepted the amount of approved compensation of \$14,387.76. With the exception of an inoperable truck, all of Mr. Carvery's possessions at Africville (the contents of three buildings) were moved and placed in storage at City expense. The City bought, at a cost of \$13,000, a relatively new six-room dwelling in a very good residential area of the City. This house is leased to Mr. Carvery on the basis of the public housing formula, which in this case is \$20.00 monthly. The City has, in addition, invested hundreds of hours of staff time in an effort to relocate Mr. Carvery amicably and to his satisfaction.

Complete details of the City's dealings with and on behalf of Mr. Carvery are available to members of Council from the City's files at any time.

Respectfully submitted,



S. A. WARD  
City Manager



**TO:** Mr. S. Arnold Ward, City Manager  
**FROM:** D.F. Murphy, City Solicitor  
**DATE:** February 5, 1970.  
**SUBJECT:** The Carvery Incident

1. FOLLOW UP  
2. FOLLOW UP  
3. FOLLOW UP  
4. COMPLETION DATE

I feel that it ought to be recorded that, pursuant to Council resolution of January 28th, 1970, I have spoken with Mr. Carvery. I visited his home on Prescott Street, on Friday, January 30th, at which time he was not home, and again on Saturday morning, January 31st, when I did contact him.

I indicated to Mr. Carvery that, if he had been insulted by the meeting or by the offering of money, no such insult was intended, and that, if in fact he had been insulted, I apologized. I offered him the services of this Department, as a show of good faith, in any future legal problems that he might have. This, of course, is consistent with the policy formally adopted by City Council for Africville residents.

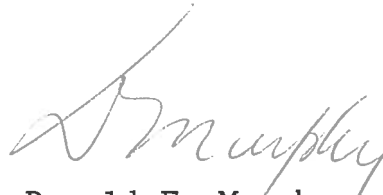
There are two other points in this matter which I think ought to be made. One is that my involvement in the whole affair resulted from the inability of the Real Estate Division of the Development Department and the Social Planning Office to resolve their difficulties and to get on with the job of acquiring this site.

It was solely because of this difficulty that the entire situation arose. Because of the inability of these Divisions to resolve their difficulties that Mr. Carvery was able to put himself in the position whereby the bridge construction could have been held up with a resultant financial loss and loss of prestige to the City.

These, of course, were the factors which had the greatest influence on the offering of the money. That problem has still not been resolved, and, if future property acquisitions have social implications, the problem will again arise. The matter should be resolved from an efficiency point of view, and as well for its morale implications.

The second point relates to Mr. Crowell's statement at Council, that he was not in favour of the offering of the money to Mr. Carvery. I may say that no one favoured the offering of money, but we were driven to it as a matter of expediency, because of the situation.

I have discussed the matter with Mr. Hyndman, and he does not recollect Mr. Crowell's making any objection to the offering of the cash. I think, in the same sense, both Mr. Hyndman and myself were not happy about the offering of money to Mr. Carvery, even prior to the event.



Donald F. Murphy  
City Solicitor

January 27, 1970

His Worship Mayor Allan O'Brien  
and Members of Council  
City Hall  
Halifax, Nova Scotia

Your Worship and Members of Council:

It has been interpreted that the offering of a sum of money in arriving at a settlement of an expropriation claim with Aaron Carvery constituted an insult to his dignity and indicated a disrespect for him as a human being. No such insult and no such affront was intended. Quite the opposite situation, in fact, motivated the action. It was at least in part an acknowledgement of his tenacity, his ability to hold out against the machinery of government and the expropriation process that dictated the departure from normal practice in the settlement of an expropriation claim.

If the meeting at City Hall itself, the conduct of the meeting, in any way, the presence of those persons who by circumstance were compelled to be present, or if any other factor surrounding the meeting or the showing of the sum of money was construed by him or anyone on his behalf to be coercive in the derogatory sense, or insulting to him, I do sincerely apologize.

I did not know Mr. Carvery prior to the meeting except as the remaining Africville resident in our relocation program. At the meeting I admired and respected him as a person and the manner in which he conducted himself; which admiration and respect continues today.

Yours truly,

Donald F. Murphy  
City Solicitor

DFM/f

January 27, 1970

His Worship Mayor Allan O'Brien  
and Members of Council  
City Hall  
Halifax, Nova Scotia

Your Worship and Members of Council:

I would like to make the following statement in response to the letter that you have received from Mr. H.A.J. Wedderburn dated January 20, 1970.

I was present at the meeting referred to, along with Mr. Harry Carter, a member of my staff. I would like to make it clear that we attended this meeting in the capacity of Social Worker and Special Projects Worker for the Africville Follow-Up Program and acted in support of the interests of Mr. Carvery. In my opinion, Mr. Carter and myself would have been remiss in our duties if we had not been present at any meeting where negotiations were taking place.

I feel that the offering of cash to Mr. Carvery as a settlement for his property was an unintended mistake. It was a mistake because I realized that he was offended by the action and considered it an affront to his dignity. I certainly regret any offence Mr. Carvery may have suffered as a result of the meeting but I continue to feel that this was in no way intended.

Yours truly,

Harold Crowell  
Social Planner

HDC/f





*File  
over*

TO: S. J. Langmaid - Supervisor of Real Estate ~~1. FOLLOW UP~~

FROM: M. J. Dixon - Maintenance Director 2. FOLLOW UP

DATE: January 30, 1970 3. FOLLOW UP

SUBJECT: 3297 Prescott Street 4. COMPLETION DATE

On Friday, January 16, 1970 I was requested by Mr. A. W. Churchill to see that the belongings of Mr. Aaron Carvery which at present were stored in a waterfront warehouse were moved to a city-owned property on Prescott Street presently being rented to Mr. Carvery.

A three ton closed van was rented from Trainor Truck Rental. A driver and two labourers were obtained from City Field.

Mr. Harry Carter, Special Project Officer, was contacted and he made arrangements with Mr. Carvery. Both arrived at the warehouse and Mr. Carvery picked over the furniture and belongings which he wanted to keep and these were transported to Prescott Street.

Two to three loads were delivered and placed in the garage to be moved into the house by Mr. Carvery and his sister. The remaining belongings were to be moved to the City Dump.

The project is now completed with the exception of fumigating the premises and belongings which will be carried out as soon as Mr. Carvery has sufficient belongings in the house. Due to the extreme cold weather this phase could not be carried out before.

M. J. Dixon  
Maintenance Director

MJD:sew

✓ cc. Mr. A. W. Churchill

*McKenzie  
Hewes*

*File  
Hewes*



*File*  
*ack*

TO: S. J. Langmaid - Supervisor of Real Estate 1. FOLLOW UP

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M. J. Dixon  
Maintenance Director

MJD:sew

✓ cc - *A. W. Churchill*  
*W. L. ...*  
*H. ...*

*File*  
*Stone*



PURCHASE ORDER

CITY OF HALIFAX

NOVA SCOTIA

A 85438

THIS NUMBER MUST APPEAR ON ALL CORRESPONDENCE INVOICES, LABELS, PACKING SLIPS AND BILLS OF LADING.

PLEASE SUPPLY THE FOLLOWING ARTICLES OR SERVICES IN ACCORDANCE WITH THE TERMS OF YOUR QUOTATIONS THROUGH THE PURCHASING AUTHORITY OF THE PURCHASING AGENT.

To. **Trainer Ltd., (Truck Rental)**  
**2477 Robie St.,**  
**Halifax, N.S.**

REQUISITION NUMBER **8684 C**

DATE **1/28 1970**

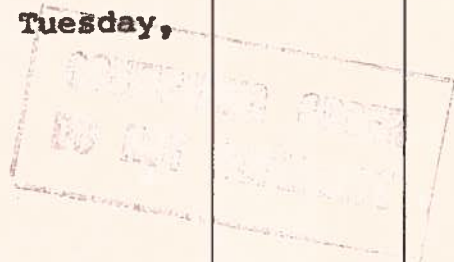
DELIVERY

DEPT. **Development**

DELIVER TO

*City Manager*

QUANTITY	ARTICLES OR SERVICES	UNIT PRICE	AMOUNT
— 1	<p>Three (3) ton truck for rental for approximately 1½ days.</p> <p>Truck needed Monday Jan.26/70 until Tuesday, Jan. 27/70 at 12:00 noon.</p> <p><i>111-13</i></p>	<p>2.50 per hour 18¢ per mile 1.50 insurance</p>	



APPROPRIATION - CAPITAL

CURRENT

QUOTATION

MAIL ITEMIZED INVOICE IN DUPLICATE SHOWING PURCHASE ORDER NO. TO

THE CITY TREASURER  
CITY HALL, HALIFAX, N.S.

*[Signature]*

PURCHASING AGENT

INSTRUCTIONS

- CHARGES FOR BOXING, CARTAGE, OR TRANSPORTATION WILL NOT BE ALLOWED UNLESS SO SPECIFIED.  
15M-332K-4-64-MOORE BUSINESS FORMS LTD.

- ALL SHIPMENTS F.O.B. HALIFAX UNLESS OTHERWISE SPECIFIED.  
- SEPARATE INVOICES REQUIRED FOR EACH ORDER. O

Mr. Harry Carter, Special Projects Officer  
Mr. Milton Dixon, Maintenance Administrator

A. W. Churchill, Administrative Assistant

January 27, 1970

Moving of Mr. Aaron Carvery's Belongings

It appears that under the terms of the Africville re-location program, we have no alternative but to bear the expense of moving Mr. Carvery's belongings from Upper Water Street to 3297 Prescott Street. It is understood that there may be as many as three or four truck loads, each costing approximately \$25 for truck rental and \$25 for fumigation.

Would you please proceed as arranged and ensure as far as possible that those actually handling the furniture, etc., take as much care as they can when moving into Prescott Street. As much as possible should be placed in the garage and the basement in the interest of preserving the house in good condition. Your co-operation is appreciated.

  
A. W. Churchill  
Administrative Assistant

AWC/mjm  
cc Mr. S.J. Langmaid  
Mr. H.D. Crowell

Finance,  
January 21, 1970

error to be corrected, being that Mr. Sydney Langmaid, named as being in attendance at the meeting, was not in attendance.

The Supervisor of Real Estate advised further that he was not only not in attendance at the meeting, but had no knowledge of such a meeting.

In reply to a question, the City Manager said that he is presently working on a statement with respect to the matter which he hoped would be available tomorrow.

His Worship the Mayor felt that the situation must be fully considered and he suggested that Council wait to receive the statement in writing from the City Manager before deciding whether or not an independent investigation should be made.

The City Solicitor said that there is some merit in waiting for the City Manager's written statement, but that if Council so wished, he would be prepared to discuss the whole matter at this time.

After further discussion, it was agreed that the City Manager's statement should be distributed to all members of Council immediately it is prepared and to the members of the press and that the matter be considered again at a later date.

NEWS ITEM RELATING TO THE PROPERTY SETTLEMENT  
WITH MR. AARON CARVERY OF AFRICVILLE

The Chairman advised that the City Manager wished to make a statement at this time relating to an item in the newspaper today.

The City Manager referred to an item which had hit the news this morning and a letter from Mr. H. A. J. Wedderburn of the Nova Scotia Association for the Advancement of Coloured People and he said that with the usual tempo in the administration he has not had a chance to take a look at the situation in detail. He said that he is torn between two choices, to make a short statement now, which might be misconstrued or publish something in writing to indicate what did happen. He advised that one error in the newspaper report and in the letter from Mr. Wedderburn has been noticed and he wished this

*Council  
Jan 15/70*



*f. africville field*  
*hwb*

January 15, 1970

Mr. L. Burke,  
General Manager,  
Halifax-Dartmouth Bridge Commission,  
Wyse Road,  
Dartmouth, Nova Scotia.

Dear Mr. Burke:

Please be advised that the City Council, at a meeting held on December 29, 1969, approved a resolution that the City purchase the property at 3297 Prescott Street from the Halifax-Dartmouth Bridge Commission for the sum of \$13,000.00 under the provisions of Section 404 of the City Charter.

Kindly consult the City Solicitor, Mr. D. F. Murphy, in this connection as to the necessary business transactions concerning payment to your Commission and a Deed to the City of Halifax.

Attached hereto is an extract from the minutes of this meeting.

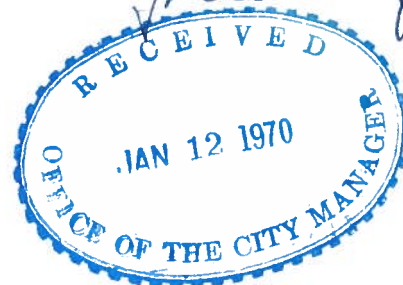
Yours very truly,

R. H. STODDARD,  
CITY CLERK

/lr

cc: City Solicitor  
Administrative Assistant 2 ✓  
Real Estate Supervisor

Mr. D. E. Large - Finance Department  
S. J. Langmaid - Real Estate Supervisor  
January 9, 1970  
3297 Prescott Street



Further to the memorandum of January 6, 1970 from Mr. Churchill concerning the above property we wish to inform you of anticipated expenses in connection with its maintenance, repairs, alterations, and/or improvements.

The annual maintenance cost is estimated at \$1,000. per year.

An immediate expense of \$1,000. is expected to be experienced in the correction of a seepage problem in the basement and a further expense of \$5,000. is expected to be required for alterations or relocation of the front entrance.

We feel that these expenses should be <sup>*included.*</sup> ~~considered~~ in the annual budget.

S. J. Langmaid  
Real Estate Supervisor  
Real Estate Division

sjl:sew

*MR* c.c. Mr. Churchill  
City Manager\*s Office



Mr. Harold Crowell, Social Planner

D.F. Murphy, City Solicitor

January 2, 1970

Lease - 3297 Prescott Street  
Aaron Carvery

I enclose the lease of the premises 3297 Prescott Street, which the City proposes to lease to Mr. Carvery. We are purchasing the property from the Halifax-Dartmouth Bridge Commission as of December 31, 1969, and leasing it to Mr. Carvery commencing January 1, 1970, for his lifetime, at a monthly rental of \$20.00. Would you please deliver the lease to Mr. Carvery.

Since the amount of rental being charged for the property is based on the formula of the Halifax Housing Commission, and does not cover the amount of the real property taxes for the property for the year, perhaps you could arrange to have the property administered by the Halifax Housing Commission, and the taxes and maintenance, administration might then be shared with the other levels of Government in the same manner as other Halifax Housing Commission properties.

Could you look into this situation, and advise me of your findings.

Donald F. Murphy  
City Solicitor

Copy to:

→ Mr. S. Arnold Ward,  
City Manager

*Am* ~~Mr. S.J. Langmaid~~  
~~Real Estate~~ (enclosing lease)



**TO:** Mr. S. A. Ward, City Manager **1. FOLLOW UP**

**FROM:** A. W. Churchill, Administrative Assistant **2. FOLLOW UP**

**DATE:** January 7, 1970 **3. FOLLOW UP**

**SUBJECT:** Africville Relocation - Mr. Aaron Carvery **4. COMPLETION DATE**

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On or about November 24, 1969, you asked me to see that whatever steps were necessary be taken to see that the City, and in turn, the Halifax-Dartmouth Bridge Commission, obtain vacant possession of the house in Africville occupied by Mr. Aaron Carvery. Pursuant to previous instructions, steps were taken to have the property expropriated, and this was accomplished on November 28.

It had been made clear by staff who had been dealing with Mr. Carvery that obtaining vacant possession of the property would be difficult. Mr. Carvery, as a resident of Africville, was entitled to be properly relocated by the City; and his housing requirements had to be respected, even though they may have appeared unreasonable under most any other circumstance. He had already rejected the City's previous offers of housing, no alternatives were in sight, and he was not prepared to take the responsibility for rehousing himself.

A great deal of consideration was given to the possibility of seeking a court order to have Mr. Carvery removed; and on December 3, I agreed with the Law Department to summarize roughly the history of dealings with Mr. Aaron Carvery in order to give some basis for the preparation of the necessary affidavits. That summary was done, but it became apparent that even if a court order were obtained, it would not result in prompt possession of the property. Also, the City Solicitor was of the opinion that seeking a court order for possession so soon after the expropriation, particularly when the need of the property had been known for a long time, might turn out to be unsuccessful, leaving the City in a worse position than it then was. A number of members of staff met with Mr. Carvery on December 5 in an effort to encourage him to

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accept the agreed compensation and vacate the premises, but he was not prepared to do this.

The City Solicitor suggested that as an interim solution, the house in question be moved out of the way of bridge construction. This suggestion developed into the possibility of completely relocating the house to a piece of City-owned property in the same general area. This proposal appealed to Mr. Carvery, and he agreed tentatively to take some responsibility for installing services if the City would move the house and provide a site.

This proposal was pursued to the point where it was determined that a moving firm would have relocated the house at a price of \$2,000. The same firm had for sale a house in the Lady Hammond Road area, ready to be moved, and would have sold this to the City for \$5,000., landed at a site of the City's choice. This house was in good repair and would have been far more suitable than the one Mr. Carvery had been occupying.

Because of almost continuous pressure from the Bridge Commission, the matter of relocation was receiving daily, and in some cases, almost hourly attention from staff of various departments. At any rate, during the week of December 8 Mr. Carvery agreed to vacate the Africville house on the understanding that we would either relocate it or the house on Lady Hammond Road. Accordingly, the Works Department began moving Mr. Carvery's belongings out of the various Africville buildings and into storage in one of the City-owned Waterfront buildings. The moving continued until it was discovered that the Carvery house was seriously infested with cockroaches, resulting in refusal of Work's staff to continue the move. Arrangements were made for exterminators to rectify the problem on December 12, but this was only partly successful. Further negotiation and discussion with all concerned resulted in the exterminators returning to the site along with City Field workmen on January 18. As of the morning of the 19th, the Superintendent of Operations stated that there were only about two loads of furniture, etc., remaining to be moved.

While the moving was going on, Mr. Carvery was still living in Africville; and as of the 15th, it was becoming increasingly apparent that it would be impractical to move the house. It was also apparent that the City's handling of the entire situation was

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under strong public scrutiny, and the City must exercise great care in order not to leave itself open to severe criticism. There was, however, some other discussion of the possibility of obtaining a court order; but when the Social Planner made an effort to contact Mr. Carvery on the 15th to advise him of the difficulty of moving the house and of the possibility of the City obtaining a court order, Mr. Carvery was reported as celebrating his birthday and not inclined to see the Social Planner until the following day.

On the 16th, there was some staff discussion of the possibility of meeting with Bridge Commission engineers and contractors to ascertain from frank discussion the real state of emergency as far as the bridge construction was concerned, but that possibility was not proceeded with in light of directions from yourself to arrange a meeting, and as soon as possible, at which some firm decisions could be made by the City. Mr. Carvery was still insisting on having the house moved as of that date.

Arrangements were made for the Building Inspection Supervisor and another member of Inspection staff to examine the Carvery house to state as firmly as possible whether it was capable of being moved. The results of this inspection were reported to the meeting of His Worship the Mayor, the Social Planner, City Solicitor, City Engineer, Director of Development, Building Inspection Supervisor, and the undersigned on the 19th. It appeared that the house might be moved with great difficulty, but it was confirmed that the house once moved would have to be treated as a new dwelling and would become subject to all City laws respecting housing standards. It would be an impractical task to attempt to bring the house up to these standards; and the problem, of course, was compounded by the necessity to subdivide property, install services, etc., with no specific authorization from Council at that point to do any such acts. The result of the meeting was that His Worship agreed to seek agreement from the Bridge Commission at its meeting later that morning for purchase of a residence at 3297 Prescott Street, bought by the Commission because parts of the land were needed. If this move materialized, it would then be possible for the City to rent the property to Mr. Carvery on the basis of the public housing formula, a precedent for which was already established in the case of another early Africville relocation. The Bridge Commission subsequently agreed to sell the property to the City for \$13,000., informal agreement was forthcoming from members of Council later in the day, and Mr. Carvery signified tentatively satisfaction with this move.

...4

The arrangement was subject to the City being able to give the Bridge Commission free access to the Carvery lands by five o'clock, December 31.

A draft lease was subsequently worked on with the hope of obtaining firm consent from Mr. Carvery by December 24. The Social Planner considered it unwise to attempt to contact Mr. Carvery on Christmas Eve afternoon; and it was, therefore, necessary to hold the matter in abeyance until December 29. A report was drafted in the meantime seeking Council's formal approval of the purchase of 3297 Prescott Street. This was forthcoming at the Council Meeting of the 29th and the lease, deed, check, etc., prepared for the completion of the transaction. This was delayed as was the moving of the last of the furniture until the 31st due to illness of Mr. Carvery.

The Chairman of the Bridge Commission agreed that Mr. Carvery might take possession of the Prescott Street property even though the formal transaction had not been completed.

Subsequently, arrangements have been made for fumigation of the belongings of Mr. Carvery, which are now in storage in City property and for the carrying out of necessary repairs and renovations to the Prescott Street house. The possibility of administration of the house being placed in the hands of the Housing Authority is under investigation.

As an anti-climax, when the Bridge Commission's contractor arrived at the construction site the morning of January 5 to demolish the former Carvery house, it was found to be occupied by William Carvery. The Bridge Commission was advised, however, that he was trespassing, that no difficulty was expected in having him leave, and the property was demolished on January 6.



A. W. Churchill  
Administrative Assistant

AWC/mjm

January 7, 1970

W.R. MacInnis & Co.,  
1813 Granville Street,  
Halifax, N.S.

Attention: Mr. Austin E. Hayes

3297 Prescott St. Policy 0458016

Dear Sir:

Further to our telephone conversation of today, this is to advise that effective January 1, 1970 we are adding to our listing of "replacement valuations" a single family dwelling at 3297 Prescott St. with garage unattached.

This building is of frame construction and is valued by the City at a cost of \$13,000.

Thanking you for your usual prompt attention.

Yours truly,



C.A. Sherman  
Accountant

cas/jv  
c.c. to City Manager  
City Solicitor

*15 Jan  
file*

Mr. D. F. Murphy, City Solicitor

A. W. Churchill, Administrative Assistant

January 5, 1970

3297 Prescott Street

In discussing the lease of the above noted premises to Mr. Aaron Carvery, you suggested reasons why the property should come under the administration of the Housing Authority. It would be appreciated if you would pursue this possibility with Mr. Langmaid as the City's representative on the Housing Authority Board.

A. W. Churchill  
Administrative Assistant

AWC/mjm

**Mr. Cliff Sherman, Accounting Department**

**J. C. Pelham, Administrative Assistant**

**January 6, 1970**

**3297 Prescott Street**

**This is to confirm that the building at 3297 Prescott Street is a single family dwelling and the cost to the City was \$13,000. On the lot there is a house and a garage.**

**J. C. Pelham  
Administrative Assistant**

**JCP/mjm**



Mr. S.J. Langmaid, Supervisor, Real Estate

A. W. Churchill, Administrative Assistant

January 6, 1970

3297 Prescott Street

Further to my earlier memorandum and our subsequent conversation, the source of funds for repairs and alterations to this property is for the moment Account No. 111 - 13 (Rents - City Property). Under the circumstances, it would be appropriate for you to authorize work and approve payment for same, as in the case of other City-owned properties.

The only work which I am aware needs to be done is the correction of the seepage problem in the basement, earlier referred to and some alteration or relocation of the front entrance necessitated by the Bridge Commission's taking of a portion of the front yard. Presumably, the deed to the property, when we obtain it, will show where the front property line will be; and this should indicate what has to be done with regard to the entrance.

You may find upon having the property inspected that there are other expenditures needing to be made during the current year; and at that point, perhaps you would advise the Director of Finance of the sum which should be included in the 1970 Current Estimates to cover these various jobs.

As I understood from our conversation, your Division will be responsible for maintenance of the property provided funds are properly allocated and that the Social Assistance Department will be responsible for tenant relations.

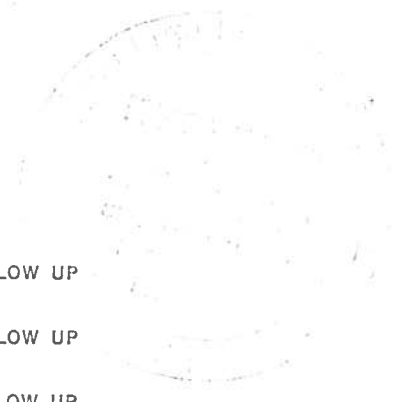
Your co-operation is appreciated.

  
A. W. Churchill

Administrative Assistant

AWC/mjm

cc Mr. D.E. Large  
Mr. R.B. Grant  
Mr. D.F. Murphy  
Mr. H.D. Crowell



TO: Mr. S. J. Langmaid, Supervisor, Real Estate 1. FOLLOW UP  
 FROM: A. W. Churchill, Administrative Assistant 2. FOLLOW UP  
 DATE: January 5, 1970 3. FOLLOW UP  
 SUBJECT: 3297 Prescott Street 4. COMPLETION DATE

As you probably know, City Council approved the purchase of the above noted property from the Halifax-Dartmouth Bridge Commission. The property will be leased to Mr. Aaron Carvery during his life time.

I understand from Mr. Crowell that there is some problem of water seeping into the basement, and it may be that we will have to take steps to remedy this before Mr. Carvery moves in, but in any event, in the near future. The City has not completed the purchase as yet, but the Bridge Commission has indicated no objection to our taking possession. Considering the circumstances under which the property was bought, we can probably not expect the Commission to accept the cost of any repairs.

Under the circumstances, then, would you be good enough to have Mr. Dixon inspect the property to see what is required to remedy the problem. Probably the only satisfactory way in which he can get access is to contact Mr. Harry Carter of the Gottingen Street Social Assistance office (423-6355), who will be able to arrange through Mr. Carvery for entry.

Any help your Division can give will be appreciated.

*awc*  
 A. W. Churchill  
 Administrative Assistant

*5. 1. 70.*  
*AWC/mjm*  
*Churchill*  
*May 1st please*  
*budget*  
*1. Source of funds*  
*Who will*  
*will handle work*  
*approve*  
*payment.*

Mr. S. J. Langmaid, Supervisor, Real Estate

A. W. Churchill, Administrative Assistant

January 5, 1970


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A. W. Churchill  
Administrative Assistant

AWC/mjm

Mr. S. J. Langmaid, Supervisor, Real Estate

S. A. Ward, City Manager

December 17, 1969

Relocation of Mr. Aaron Carvery

I believe it was agreed between the Development Department and the Social Services Department that the main responsibility for relocating Mr. Aaron Carvery would be the latter department's. Some progress has been made, but the obtaining of vacant possession of the former Carvery houses and demolition of them is still at this moment contingent on the making of acceptable arrangements with respect to rehousing Mr. Carvery.

Under the circumstances, I am asking your division to continue to co-operate with Mr. Crowell's department in an effort to locate quarters reasonably suitable to Mr. Carvery's circumstances. This should consist of at least three rooms and bath on ground floor level. It would be appreciated if your staff would advise Mr. Crowell immediately the availability of any such accommodation that comes to their attention, even on a short-term basis.

S. A. Ward  
City Manager

AWC/mjm



Messrs. H.D. Crowell  
D.F. Murphy  
C.L. Dodge  
R.B. Grant  
G.B. Jefferson


A. W. Churchill, Administrative Assistant

December 17, 1969

Relocation of Aaron Carvery

A clear and definite course of action must be determined with respect to this problem as quickly as possible. At the moment, Mr. Carvery is insisting on having one of his former houses moved, and arrangements have been made for the Building Inspection Supervisor and an Assistant Building Inspector to examine the house thoroughly on Thursday, December 18, to determine the feasibility of moving it.

Would you please arrange to meet in the Aldermen's Room off the Council Chamber at nine o'clock Friday morning, December 19, to decide on a course of action.

  
A. W. Churchill  
Administrative Assistant

AWC/mjm

## NEGOTIATIONS WITH ARRON CARVERY

Arron Carvery refused to sign the quit claim deed requested by the Council resolution of December, 1966. Downie requested this by letter December 12, 1967 offering to take document to house for signature.

Mr. Crowell and Mrs. McDonough visited Arron Carvery personally April 23, 1969. He considered the \$7,100 settlement insufficient but resistance appeared to be more related to fear that inadequate accommodation could be found.

Downie advised Mrs. McDonough June 5, 1969 of communication from Bridge Commission re need for removal of Arron Carvery's house.

Downie advised R. B. Grant August 27 results of meeting between Arron Carvery, Harry Carter, Social Services Department, and himself, at which time Arron rejected an offer of \$12,000. Downie pointed out this settlement related to the Africville relocation program or would otherwise have been referred to Law Department for expropriation. The \$12,000 offer was made in writing on September 8.

A letter to Alderman J.L. Connolly from Mrs. McDonough September 15, 1969 re convening a meeting of the former Africville Subcommittee notes that "construction in the area is rapidly approaching the property and in view of Mr. Carvery's refusal to sell his

interest ..., it has been recommended that the Africville Subcommittee be reconvened for the purpose of ... making a recommendation...."

The attached report sets out subsequent action to October, the Council resolving being embodied in the report as marked. The resolution was mailed to Carvery October 19 by the Acting City Clerk.

Mrs. McDonough states by memo October 31 that Carvery came to City Hall to indicate his acceptance of the offer provided satisfactory alternate accommodation was made available. He had already refused accommodation on Cornwallis Street and subsequently refused to look at property on Brunswick Street when contacted by Harry Carter personally on Friday, November 14. Mr. Crowell then recommended expropriation, since the offer was rejected.

December 3, 1969.

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December 3, 1969.



## Corvey relocation

15/12

Discussed S.O. Ward N.D. Crowell,

by gr. favours court order

Crowell pointed out ~~see~~ that the situation is under strong public scrutiny & City open to severe criticism

Deal Estate should continue to look for housing to suit Leamy's circumstances

Crowell to contact Leamy advising house can't be moved, etc

2:45 pm Crowell advised Leamy of celebrating his birthday & ~~can't~~ won't be available next Tuesday.

16/12

Discussed court order with Murphy - agreed to proceed on court order.

Discussed with Dady. Murphy. Crowell possibility of meeting with HDPC engineers & contractors.

Advised MacLachlan material moved from Corvey house to W/D bldg may have cockroaches.

Manager directed <sup>①</sup> arrange meeting in view of firm stand by Leamy re moving his house <sup>②</sup> have house thoroughly inspected re moving

17/12

Finalized arrangements for meeting  
Friday 9:00 & inspection Thursday.  
with Mayor, advised Bridge Comm  
re situation

Discussed moving remaining furniture  
into Coop

Arranged for further fumigation  
with Atlantic Pest Control.

18/12

Advised Coop re fumigators, etc.  
Advised Gerald Hylle we are still  
interested either in moving the bar-  
bery house or buying the Lady  
Hammond Rd house.

19/12

Coop states two more loads to go.

Meeting: Mayor, Crawell, Murphy, Dodge,  
Hogan, & Mac Eastern

I referred situation - buy house + rent  
at nominal figure, Mayor to try to  
get Dodge Comm - to sell reasonably  
the house + receive \$50.

Dodge not sold on the likelihood of  
Dence's claim. If barbery residence  
demolished + construction could go on,

having <sup>old</sup> ~~the~~ house very costly.

Fire Chief can arrange controlled  
burning of property if necessary

Members of Council agreed to sup-  
port purchase of house from  
Bridge Comm for \$13,000 - (Mayor,  
Allen, Hogan, LeBlanc, Abbott, Ivory)



19/12

Rowell arranged to show Carvery  
Prescott's house - seemed to be  
satisfied from outside - asked  
Bridge Comm to make keys avail-  
able for outside inspection.

22/12

Rowell showed Carvery house &  
he appeared to agree reluctantly  
but with written document.

Advised City Council to move now  
furniture until decision on Pres-  
cott's.

23/12

Discussed house with Rowell,  
Murphy

24/12

Rowell decided unwise to contact  
Carvery & was out afternoon

wrote report to Council re 3297  
Prescott - checked by Rowell

29/12

Murphy, Rowell reviewed report

Council approved acquisition of  
3297 Prescott.

30/12

House being drawn for Prescott.  
Rowell discussing with Murphy  
Mans.

Arrangement to move furniture  
fell through due to Carvery illness.  
House ready

31/12

arranged Mayor, Clerk sign loan,  
furniture removed, cheque & deed for  
land, access to Prescott. H.A.B.C.  
advised re signing of document.

2/1 Arranged for fumigation of  
Carvery belongings now in storage

memo to Murphy re administering  
of 3297 Prescott by Housing Authority

5/1 Arranged with Ideal & Co. to carry  
out necessary repairs on move-  
ments.

Bridge Comm. notified re Carvery  
house occupied & parently by  
10 m. Carvery. after check with  
C. Rowe, Carter, Murphy advised  
Bridge Comm. contractor should  
move in, Carvery trespassing & if  
any difficulty we would call  
police in.

Budge retention 8/12/69

9:30 a.m. - D. M. states  
Leavney has not found a  
place to live. N. D. G. feels  
that if he could, Leavney  
would probably take the  
cash

---

To check with trader,  
day maid re blackman  
participation

1) borrowing resolution  
re sale of land ac-  
count or current  
revenue

2) rental to be based on  
public housing  
~~rental formula~~



Cost of fumigation

Cost of City Field crew

Body

Service

Land

upgrading

(13,700 assessed value)  
6216 Lady Hammond Rd.

owned by Murray Hillmore

Carvery home can be  
moved — would take  
about 10 days

477-4385

# MEMO

Date *Dec 10* Time *9:30*

FOR *P. W. G.*

When you were out

MR. *Serald Hills*

OF Phone No. *455-3194*

TELEPHONED  CALLED IN PERSON

## MESSAGE

*please call within  
one-half hour - re  
housing for colored  
people*

Signed *Jasie*

To solve your printing problems call

*Atlantic Print Limited*

Cor. Brunswick & Prince Streets—Phone 423-7164; 423-7165

Gerald Mills

\$5,000 on the lot - say \$1,200

\$2,000 To move shack  
plumbing  
wiring  
foundation

Mills estimates \$1,000  
expenditure

---

Bldg. No. 32

Poor condition (staff not admitted)

Bldg. No. 30 - shed

12/12 1:20 p.m.

It possible to control  
except by gas -  
house won't hold  
gas. Put goodson  
trucks and gas  
them. Bldg. completely  
infested, even food  
outside.

Men should wear work  
clothes put them in  
plastic bag or other  
container after shaking  
them out.

Message from Atlantic  
Pest Control

9/17

On what basis is land to  
be made available?

on what basis is house  
available?

Who moves house?

Who pays site prepara-  
tion costs?

Who installs services?

---

If we pay him all that  
coming to him, it's his  
problem from there on. He  
pays for everything (?)

Could move to Bayre  
City should pay for  
water - hold pay  
for water, sewer.  
Dodge has a location

477-4385

Murray Dillmore



February 2, 1970

Mr. Dennis W. Magill  
Research Co-Director  
Africville Research Project  
The Institute of Public Affairs  
Dalhousie University  
Halifax, Nova Scotia

Dear Mr. Magill:

As requested in your letter of January 27, 1970, to Mr. Donald Murphy, City Solicitor, permission is granted to you to use for publication in your Africville Relocation Report "Plan of Africville Area, Works Department, City of Halifax, Plan No. TT - 1 - 15899, February 1, 1964."

Yours very truly,

S. A. Ward, C.A.  
City Manager

WJC/mjm



THE INSTITUTE OF PUBLIC AFFAIRS  
DALHOUSIE UNIVERSITY, HALIFAX CANADA

January 27, 1970

RECEIVED  
JAN 28 1970

CITY SOLICITOR

Mr. Donald Murphy  
City Solicitor  
City of Halifax  
Scotia Square  
Halifax, Nova Scotia

Dear Mr. Murphy:

We are presently finishing the Africville Relocation Report and for our files request written permission to use for publication: Plan of "Africville Area," Works Department, City of Halifax, Plan Number TT-1-15899, February 1, 1964.

Yours sincerely,

Dennis W. Magill  
Research Co-Director  
Africville Research Project

*Arnold,*

*I can't see any reason why this plan should not be used. The authority should probably come from you.*  
*Sms.*

January 9, 1970

Mr. Dennis W. Magill  
Research Co-Director  
Africville Research Project  
University of Guelph  
Guelph, Ontario

Dear Mr. Magill:

I apologize for the delay in replying to your letter of November 17, 1969, which gave you the necessity of writing me again on December 30, asking if a decision has been reached concerning the release of the material.

I am now in a position to advise you that

1. the material contained in the Minutes of meetings of City Council is public domain and, therefore, no permission is required to reprint records from such Minutes;
2. the same applies to reports submitted to City Council;
3. with respect to the material contained in the Africville relocation files, permission is granted for the use of material provided that any reference to individual files will respect the confidentiality of the documents;
4. the restriction as noted in 3 above applies to the reprinting of any references contained in City Hall

...2

Mr. D.W. Magill  
Page 2  
January 9, 1970

interdepartmental correspondence concerning the  
Africville relocation program.

Yours very truly,

S. A. Ward, C.A.  
City Manager

WJC/mjm  
cc His Worship the Mayor

*D. J. Murphy*



TO: Mr. W. J. Clancey, Information Officer

1. FOLLOW UP

FROM: D. F. Murphy, City Solicitor

2. FOLLOW UP

DATE: January 7, 1970

3. FOLLOW UP

SUBJECT: Africville Documents

4. COMPLETION DATE

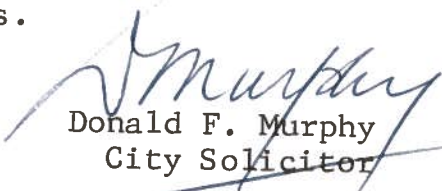
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I refer to your memo of December 9th in the above noted matter.

The question raised in your memo would appear to be one more of policy than that of a legal nature. I presume that since the information was already made available to Mr. Magill, the policy decision has already been made.

While one cannot give a legal opinion on the publication of information without seeing the specific article in which the information is used, I can only deal with the matter in a general way.

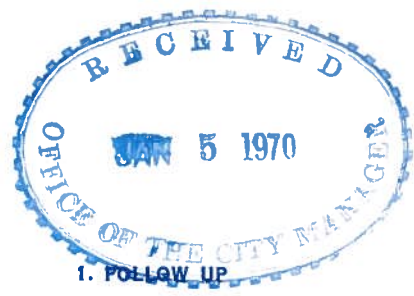
We are dealing with a responsible body in the Institute of Public Affairs, and, relying on this fact, I would expect their treatment of the information would be in such a manner as to respect the confidentiality of the information. I would therefore anticipate that any use of the information by the Institute would not violate any legal precepts.

  
Donald F. Murphy  
City Solicitor

DFM:F

R.H.Stoddard tells me that a Mr. Ronald Lavers was working in the Clerk's office for three days, prior to Christmas, at which time he indicated that the research had been completed and the thesis would be prepared. He said that he had everything and would not need to bother the City Clerk further.

Jan 5/70



TO: Mr. S. A. Ward, City Manager  
FROM: Mayor Allan O'Brien  
DATE: January 5, 1970.  
SUBJECT:

1. FOLLOW UP
2. FOLLOW UP
3. FOLLOW UP
4. COMPLETION DATE

Mr. Dennis W. Magill sent me a copy of <sup>his</sup> December 30th letter to you with respect to the Africville documents.

I would appreciate knowing what answer we are supplying, since I expect his report will touch some areas which are sensitive to the City's PR.

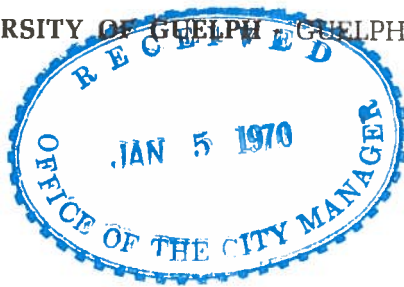
*Allan O'Brien*  
ALLAN O'BRIEN  
MAYOR



UNIVERSITY OF GUELPH · GUELPH · ONTARIO · CANADA



AREA CODE 519 · 824-4120



Department of Sociology,  
December 30, 1969


Mr. Arnold Ward,  
City Manager,  
City of Halifax,  
City Hall,  
Halifax, Nova Scotia

Dear Mr. Ward:-

Further to my letter of November 17, I am writing to inquire if a decision has been reached concerning the use of City Hall documents for the Africville Relocation Study. The listing of the documents was specified in my letter of November 17.

We are presently finishing the first draft of the report and would appreciate acknowledgement of our request prior to publication.

Yours sincerely,

  
Dennis W. Magill  
Research Co-Director  
Africville Research Project

cc - Mayor Allan O'Brien  
City Hall  
Halifax, Nova Scotia

Mr. D. F. Murphy, City Solicitor

W. J. Clancey, Information Officer

December 9, 1969

Africville Documents

Attached is a copy of a letter dated November 17, 1969, from Dennis W. Magill, Research Co-Director, Africville Research Project, who is working under the aegis of the Institute of Public Affairs of Dalhousie University on an Africville Relocation Study.

Mr. Magill has requested permission to use material from Council minutes, reports to City Council, Africville Relocation files, and City Hall interdepartmental correspondence in a preliminary draft of the Study. The Social Planner has made available to Mr. Magill the documents relating to Africville which are in his custody with the understanding that any information on file which is classified as confidential (or which was tendered to him with the understanding that it would be kept confidential) is not to be made public. He has also indicated to Mr. Magill that the City would require assurance from the Institute that family and individual anonymity of former Africville residents will be maintained if the requested permission is to be granted.

Are there any legal reasons why the requested information should not be released for publication in the manner intended? If not, should any type of restriction be applied to the publication of the material?



W. J. Clancey  
INFORMATION OFFICER

WJC/mjm  
Attachment

check with H. Crowell  
to determine if any  
objection to release  
of info. for use by  
Institute of P.A..

Also with C. S. Dept.  
as to any legal im-  
plications and if  
any structures should  
be applied or ~~any~~ <sup>if City</sup>  
should be ~~indemnified~~  
indemnified.

---

H. Crowell. Since it  
will be a public document  
names: not to use.  
Any info. on file given  
~~is~~ confidential or  
P.A. 2-1-68

9th ...  
anonym ...  
... ..



THE INSTITUTE OF PUBLIC AFFAIRS  
DALHOUSIE UNIVERSITY, HALIFAX, CANADA



November 17, 1969

Mr. Arnold Ward,  
City Manager,  
City of Halifax,  
City Hall,  
Halifax, N. S.

Dear Mr. Ward:

On Friday, November 14, I discussed with Mayor O'Brien the use of City Hall documents for the Africville Relocation Study. In connection with this research, there are a number of documents we would like to quote or use to tabulate statistical tables. Specifically, these documents are:

- 1) References and Council motions concerning Africville in City Council meetings from 1867 to 1969.
- 2) Reports to City Council recommending the use of the Africville land for various housing or industrial purposes. An example of such a report would be The Master Plan for the City of Halifax prepared by the Civic Planning Commission in 1945. (Most of these reports are contained in City Council Minutes.)
- 3) The Africville Relocation files which are in the Social Planning Department. I have discussed the use of these files with Mr. Harold Crowell, Director of the Social Planning Department. Our major interest is grouping the relocation costs into categories. Any reference to individual files will respect the confidentiality of the documents.
- 4) City Hall interdepartmental correspondence concerning the relocation. This correspondence is filed with the Africville documents in the Social Planning office.

We expect to release a preliminary draft of the Africville Relocation Study in late December. The dimensions

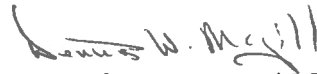
Mr. Arnold Ward

-2-

November 17, 1969

of this study are outlined in the research proposal which is on file with the Africville documents in the Social Planning office.

Yours sincerely,



Dennis W. Magill  
Research Co-Director  
Africville Research Project

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

Expropriation - CARVERY Property - Africville:

The following report was submitted by

staff:

"Further to the instructions of City Council of October 15th, 1969, staff have conveyed the approved offer of the City to Mr. Arron Carvery respecting his interest in the Estate of William Carvery. The offer has been rejected and pursuant to Council's resolution, staff have prepared a plan of expropriation, and expropriation resolution, formal approval of which is respectfully requested.

"The obtaining of vacant possession of the property occupied by Mr. Carvery has become a critical necessity with respect to the construction of Narrows Bridge approaches. The building is situated within the street lines of one of the ramps and construction on both sides of it has been stalled. Further delay will probably result in financial penalties by the contractor against the Bridge Commission.

"Council members should perhaps be aware that Mr. Carvery has been offered alternative accommodation on two occasions. He has rejected these and will presumably re-locate through his own efforts. Both the Social Planning Department and the Real Estate Division have been actively involved in the re-location efforts.

"In the event that Mr. Carvery fails to give the City vacant possession of the property, under the provisions of Section 424 of the City Charter, the City may obtain an order of a Judge of the Supreme Court directing the sheriff to put down such resistance or opposition so as to put the City in possession of the property. Such a step would be taken only on a "last resort" basis. Council, is, however, informed of the possibility of such action having to be taken, so as to avoid further delay of the bridge approach



Council,  
November 26, 1969

MOVED by Alderman Connolly, seconded by  
Alderman Abbott, that the land in Africville, assessed to the  
Estate of William Carvery, interest of Arron Carvery in the  
Estate of William Carvery, and Estate of Maizie Carvery,  
be expropriated. Motion passed.

*Council  
Nov. 26/69*

A formal Resolution and Plan were submitted  
giving effect to the foregoing motion of Council.

MOVED by Alderman Connolly, seconded by  
Alderman Abbott, that the formal Resolution and Plan, as submitted,  
be approved. Motion passed.

To: His Worship the Mayor  
and Members of City Council

From: S. A. Ward, City Manager

Date: November 26, 1969

Subject: Expropriation - Carvery Property - Africville

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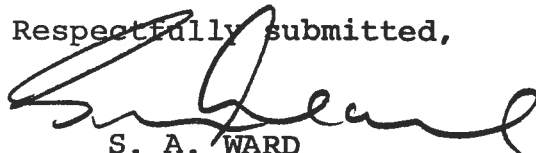
Further to the instructions of City Council of October 15th, 1969, staff have conveyed the approved offer of the City to Mr. Arron Carvery respecting his interest in the Estate of William Carvery. The offer has been rejected and pursuant to Council's resolution, staff have prepared a plan of expropriation, and expropriation resolution, formal approval of which is respectfully requested.

The obtaining of vacant possession of the property occupied by Mr. Carvery has become a critical necessity with respect to the construction of Narrows Bridge approaches. The building is situated within the street lines of one of the ramps and construction on both sides of it has been stalled. Further delay will probably result in financial penalties by the contractor against the Bridge Commission.

Council members should perhaps be aware that Mr. Carvery has been offered alternative accommodation on two occasions. He has rejected these and will presumably re-locate through his own efforts. Both the Social Planning Department and the Real Estate Division have been actively involved in the re-location efforts.

In the event that Mr. Carvery fails to give the City vacant possession of the property, under the provisions of Section 424 of the City Charter, the City may obtain an order of a Judge of the Supreme Court directing the sheriff to put down such resistance or opposition so as to put the City in possession of the property. Such a step would be taken only on a "last resort" basis. Council is, however, informed of the possibility of such action having to be taken, so as to avoid further delay of the bridge approach construction.

Respectfully submitted,



S. A. WARD  
City Manager

AWC/H.

ATTENTION: COPY TO MR. S. A. WARD, CITY MANAGER



Mr. H. D. Crowell, Social Planner

J. C. Sullivan, Tenant Relations Officer

November 26, 1969

Mr. Aaron Carvery - Africville

Further to our recent discussions regarding Mr. Carvery, we have now received word from Mr. Henry Carter that he had met with Mr. Carvery on November 4, 1969 and discussed the apartment at 2427 Brunswick Street with him.

Mr. Carvery flatly refused to consider to move to Brunswick Street or even look at the apartment, but still insists that he wants a six room flat or apartment, or nothing. This is indicated in a copy of the memorandum from Mr. Carter which we have attached for your information.

As you know, this is the second apartment which has been offered to Mr. Carvery; the first being the three room apartment at 5218 Cornwallis Street. It appears that Mr. Carvery is not being reasonable and is demanding accommodation far in excess of his requirements.

Because of this, it now appears that we will be unable to provide the type of accommodation which Mr. Carvery desires and it therefore appears that Mr. Carvery will relocate through his own resources. Consequently, we suggest that you recommend to the City Solicitor that expropriation should proceed without further delay, *and an order for possession be served if necessary.*

In cases where tenants are effected by redevelopment, it is felt that an obligation exists to provide similar alternate accommodation for the families concerned. However, it seems that the same degree of obligation does not exist in cases where home owners receive payment for their property, and have the ability to provide alternate living accommodation independently.

A handwritten signature in blue ink that reads "J. C. Sullivan".

J. C. Sullivan  
Tenant Relations Officer  
Real Estate Division

JCS:dmc  
Enclosure

cc Mr. S. A. Ward ✓  
Mr. D. F. Murphy

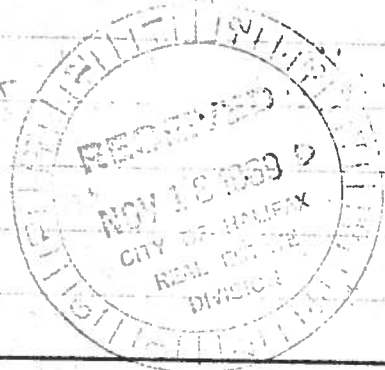
SIZE  
OF  
TO  
O

FROM Mr. Harry Carter		DEPARTMENT Social Planning	
Mr. Sullivan		DATE November 18, 1969	
Real Estate		SUBJECT Mr. Arron Carvery	

MESSAGE

I met with Mr. Carvery on Friday 14, 1969 (November), to discuss the apartment on Brunswick Street, which we intended to offer him. He refused to even look at them. He still says, up to this date that he wants no less than six rooms or nothing.

*We feel persons requirements should be reasonable - low 6 rooms for person's party - consider d. K. area? this exist area?*



USE LOWER PORTION FOR REPLY      REPLY FROM      DATE

◆ SAVOY BUSINESS FORMS LTD.

1-E      TO ORIGINATE      INTER-OFFICE MEMO      TO REPLY

10 OR TYPE-WRITE MESSAGE. REMOVE YELLOW COPY (FOLLOW-UP COPY) AND FORWARD BALANCE OF SET TO REPLY. SAVE ENVELOPE TYPING; FOLD FORM AT ARROWS FOR USE IN #9 OR #10 WINDOW ENVELOPE.

SAVOY BUSINESS FORMS LIMITED

WRITE REPLY - RETAIN WHITE ORIGINAL AND RETURN PINK COPY.

C. PELHAM



~~Handwritten signature~~



TO: Mr. Harold Crowell, Social Planner; Mr. E. B. Grant, Director of Development; Mr. S. J. Langmaid, Real Estate;   
 FROM: Mayor Allan O'Brien   
 DATE: November 14, 1969,   
 SUBJECT:

1. FOLLOW UP
2. FOLLOW UP
3. FOLLOW UP
4. COMPLETION DATE

Further to my memo of even date.

Dr. Murray Mackay now advises me that Mr. Aaron Carvery should be out of his house at once. He is in the way of the work being done now.

But if he is not out by December 1st, the work will not be completed for the opening of the bridge in June.

*A.O.B.*  
ALLAN O'BRIEN  
MAYOR

*Nov. 18/69.*

*File - Mr Crowell has advised Clerk to start expropriations and will advise Mayor*

Mr. Harold Crowell, Social Planner; and  
Mr. R. B. Grant, Director of Development.  
Mayor Allan O'Brien

November 14, 1969.

Dr. A. H. MacKay, the Chairman of the Bridge Commission, telephoned me this morning, saying that Mr. Carvery still occupies a shack which is in the path of the work being done for the Bridge Commission.

Where does this matter now stand and what assurances can we give the bridge Commission?

Is there any City by-law that prevents evictions between November 20th and May 1st? Dr. MacKay suggested that he is informed that there is such a by-law.

If Mr. Carvery were still there on May 1st, the Bridge could not possibly open in June.

ALLAN O'BRIEN  
MAYOR

Additional Requirement for Africville Land Acquisition

MOVED by Alderman Hogan, seconded by Alderman Meagher that, as recommended by the Finance and Executive Committee, an amount of \$8,000.00 be transferred from over-funding of the capital account of "Sanitary Sewer Westwood Park" to the Africville Account so that the approved settlement of \$14,387.76 to Arron Carvery, last remaining Africville resident, can be effected. Motion passed.

Council  
Oct 29/69



TO: His Worship the Mayor and Members of the Finance & Executive Committee,  
FROM: S. A. Ward, C.A., City Manager,  
DATE: 17th October, 1969,  
SUBJECT: Transfer Overfunding to Africville Account.

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At the October 15, 1969, meeting, City Council approved settlement of \$ 14,387.76 to be offered to Arron Carvery, last remaining Africville resident.

As the Africville account as approved only has a balance of \$ 7,051 remaining, it is recommended that \$ 8,000 be transferred from overfunding of the capital account "Sanitary Sewer Westwood Park".

Respectfully submitted,



S. A. WARD, C.A.  
CITY MANAGER

DBH/db

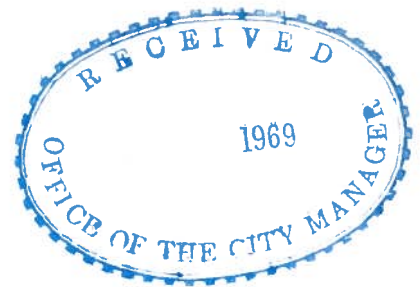
3/11 - Wader advised  
house occupied each time  
demolition crew went to  
site. Suggested we fore  
deal directly with Leo pp  
to ensure co-ordination  
and fix a firm demolition  
date

4/11 - Unable to reach N.D  
C. Rowell

5/11 - Advised by C. Rowell  
as suggested by Mrs.  
Wader.

Dooney

COPY FOR MR. WARD



H. D. Crowell - Social Planner

Alexa McDonough - Special Projects  
Supervisor

October 31, 1969

Demolition of Africville Dwellings  
formerly owned by William Carvery Jr.

Reference is made to the City Manager's report to the Finance & Executive Committee, dated June 23, 1969, re a settlement for the Africville property owned by William Carvery, Jr.

City Council in response to this report, passed the following motion on July 9, 1969:

Moved by Alderman Connolly, seconded by Alderman Hogan, that Mr. William Carvery be offered a settlement equal in amount to that paid the other heirs, namely a total of \$6,000.00, \$500.00 of which has already been paid to Ethel Carvery, his estranged wife, in the form of a furniture allowance, leaving an additional \$250.00 to be payable to Ethel Carvery for her interest in dwelling #19 and the remaining \$5,250.00 payable to William Carvery for his interests in dwellings #19 and #24, his claim to the property of the William Carvery Estate, and a furniture allowance. Motion passed.

William Carvery signed the Quit Claim Deed to this property on July 4, 1969, and on July 16, the attached memo was written to Works Department requesting immediate demolition of the dwellings. Subsequently, as suggested, Mr. Harry Carter accompanied personnel from Works to the site and the two buildings requiring demolition were identified and marked.

This process was completed well over three months ago. Since that time both R. W. Downey, of the Real Estate Division and myself have contacted the Department of Works on several occasions to request that demolition proceed as requested, but as of this date, I am informed that this has not yet been attended to.

*Please see that demolition is done immediately*

Before I leave the employ of the City of Halifax, I feel obligated to direct attention to this matter, as it has continued to be a cause of concern to the Bridge Commission, and to the two departments in City Hall which have, in my opinion, discharged their full responsibilities in this regard.

Yours sincerely,

Alexa McDonough  
Special Projects Supervisor

AMcD/f

cc Mr. S. A. Ward, City Manager  
Mr. S. J. Langmaid, Real Estate

COPY

July 16, 1969

Mr. George F. West  
Director of Works  
City Of Halifax  
Nova Scotia

Re: Demolition of William Carvery's Dwellings in Africville

Dear Mr. West:

This will confirm that a Quit Claim Deed in favor of the City was obtained from William Carvery, Monday, July 7th, for his two dwellings which form part of the William Carvery Estate in Africville.

These two dwellings may now be demolished by Works in order to facilitate the construction taking place on that site.

We would suggest that Mr. Harry Carter, Special Project Worker with Social Planning, accompany Works to the site in order to identify correctly the two buildings to be demolished.

Please contact either Mr. Carter, or Mrs. Alexa McDonough at Social Planning, 423-8181, local 245 to suggest a time.

Yours truly,

Harold Crowell  
Social Planner

AMcD/f

Settlement of Last Africville Resident - Mr. Arron Carvery

MOVED by Alderman Connolly, seconded by Alderman LeBlanc that, as recommended by the Finance and Executive Committee:

1. A total settlement of \$14,387.76 be offered to Arron Carvery, to include compensation for his interest in the William Carvery Estate, his dwellings remaining on the property, his interest in the Estate of Maizie Carvery, furniture and moving allowances, and refund of an amount equal to property taxes paid by him subsequent to the (1953) death of William Carvery, Senior.
2. In the event that Arron Carvery should be unwilling to accept the above offer of settlement, it is further recommended that the City proceed immediately with expropriation, ensuring that construction of the Narrows Bridge be delayed no further, but that City Staff make every effort to facilitate Mr. Carvery's relocation by offering suitable accommodations, presently being held in reserve for this purpose. However, Mr. Carvery should be assured a settlement from the City of an amount at least equal to the \$14,387.76 being offered, regardless of any decision reached in the law courts.
3. City staff be directed to interpret to Mr. Carvery his right to legal counsel of his own choice, at the expense of the City, should he wish to have formal representation in opposing the terms of relocation offered to him.

Council  
Oct. 15/69

Motion passed.

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

FROM: S. A. WARD, City Manager

DATE: October 2, 1969

SUBJECT: Settlement for Last Remaining Africville Resident  
Arron Carvery

---

In December, 1966, City Council passed a motion that the City purchase the estate of William Carvery for the sum of \$30,000, plus relocation expenses. Four of the five heirs of that estate agreed to the approved terms of settlement. The fifth heir, Arron Carvery, has refused to accept those terms as well as subsequent terms of settlement offered by the City, and continues to reside in one of the four remaining dwellings on the property in Africville. In recent months, urgent representations have been received from Mr. Leo Burke of the Bridge Commission and from the contractors constructing the Narrows Bridge approach. Both have indicated that serious problems have now arisen with regard to completion of the approach roads due to the fact that the remaining dwellings on the William Carvery Estate are impeding both surveying operations and actual construction. Mr. Burke has recently stated that Dineen Construction will be unable to proceed further with the work scheduled for completion this Fall unless they receive assurance by October 15th that the four dwellings in question will be demolished.

The Estate of William Carvery contained 22,500 square feet of land and was purchased by the late William Carvery from His Majesty King George VI in 1945. Mr. Carvery died intestate and the basis of settlement was that under law all his descendents shared equally in his assets.

Mr. Arron Carvery, the eldest of the five heirs, who is now 71, has kept the deed in safe keeping since his father's death, has paid the Property Taxes over the years, and erected dwellings. Because of this, he feels that the property is his and he has indicated that he will only sell it to the City for \$35,000.

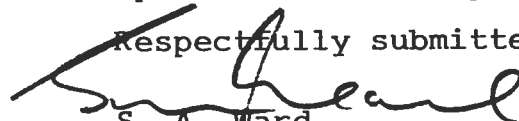
On September 29, 1969, the Africville Sub-Committee was asked to reconvene under the chairmanship of Alderman James Connolly to discuss the foregoing and convey a recommendation in regard to settlement, which would be consistent with the spirit and intent of the total Africville relocation program.

On the basis of recommendations made by the Sub-Committee members in attendance, City Staff wish to recommend to Council that a total settlement of \$14,387.76 be offered to Arron Carvery, to include compensation for his interest in the William Carvery Estate, his dwellings remaining on the property, his interest in the Estate of Maizie Carvery, furniture and moving allowances, and refund of an amount equal to property taxes paid by him subsequent to the (1953) death of William Carvery, Senior.

In the event that Arron Carvery should be unwilling to accept the above offer of settlement, it is further recommended that the City proceed immediately with expropriation, ensuring that construction of the Narrows Bridge be delayed no further, but that City Staff make every effort to facilitate Mr. Carvery's relocation by offering suitable accommodations, presently being held in reserve for this purpose. Staff support the recommendation of the Sub-Committee that Mr. Carvery should be assured a settlement from the City of an amount at least equal to the \$14,387.76 being offered, regardless of any decision reached in the law courts.

It is further recommended that City Staff be directed to interpret to Mr. Carvery his right to legal counsel of his own choice, at the expense of the City, should he wish formal representation in opposing the terms of relocation offered him.

Respectfully submitted,

  
S. A. Ward  
City Manager.



Settlement - William Carvery Property - Africville

A report was submitted by staff concerning the delay being encountered due to the continued unavailability of the property occupied by the above-noted person. The report recommended a settlement in the matter, which it said Mr. Carvery had indicated he was willing to accept.

MOVED by Alderman Connolly, seconded by Alderman Hogan, that Mr. William Carvery be offered a settlement equal in amount to that paid the other heirs, namely a total of \$6,000.00, \$500.00 of which has already been paid to Ethel Carvery, his estranged wife, in the form of a furniture allowance, leaving an additional \$250.00 to be payable to Ethel Carvery for her interest in dwelling #19 and the remaining \$5,250.00 payable to William Carvery for his interests in dwellings #19 and #24, his claim to the property of the William Carvery Estate, and a furniture allowance. Motion passed.

*Council  
July 2/69*

17(e)

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

FROM: S. A. Ward, City Manager

DATE: June 23, 1969

SUBJECT: Settlement for Remaining Africville Resident -  
William Carvery  
Property occupied by William Carvery

---

Dineen Construction (Atlantic) Limited have recently informed the City that the continued unavailability of the property occupied by William Carvery near the salt handling site is delaying surveying operations for the Narrows Bridge project and excavation in the salt handling area.

Since April 23, 1969, Social Planning has been attempting to look into the matter of settlement with this remaining resident of Africville. After numerous discussions with Real Estate and Planning staff, with William Carvery, and with various other Africville relocatees it is our conclusion that certain circumstances pertaining to the interest of this individual were overlooked in arriving at the terms of settlement proposed, and that these errors or omissions account at least in part for his continued refusal to sign Quit Claim Deed in favor of the City.

It appears that William Carvery was omitted as one of the heirs to the Estate of William Carvery in error. There seems to be little question that William did in fact erect and occupy dwellings #19 and #24 during the past twenty-five to thirty years, on land "given" him by his late grandfather, William Carvery, Senior. For some inexplicable reason reference to this individual is first made in the Real Estate record on March 7, 1967 when Peter MacDonald indicated that further discussions with Mr. Carvery would be scheduled. Unfortunately, no further mention of negotiations with William Carvery is contained in the file.

Thus, we would recommend that William be offered a settlement equal in amount to that paid to the other heirs, namely a total of \$6,000.00, \$500.00 of which has already been paid to Ethel Carvery, his estranged wife, in the form of a furniture allowance. This means that \$250.00 would now be payable to Ethel Carvery for her interest in dwelling #19, the remaining \$5,250.00 payable to William Carvery for his interests in dwellings #19 and #24, his claim to the property of the William Carvery Estate, and a furniture allowance.

William Carvery has indicated his willingness to accept the above terms of settlement, and in the interim, he is making the necessary arrangements to vacate the property so that it may be demolished the very day he signs the Quit Claim Deed.

Respectfully submitted,



S. A. Ward  
City Manager

HDC/f

Proposal for Africville Follow-Up

MOVED by Alderman Abbott, seconded by Alderman Hogan  
that, as recommended by the Finance and Executive Committee:

1. The City of Halifax officially endorse the position that the social measures for which City Council hereby grants support represent the City's re-commitment to "the rehousing, employment, education and rehabilitation of the residents of Africville", the responsibility for which was assumed in the 1963 adoption of the Rose Report.
2. The City of Halifax make available the sum of twenty thousand (\$20,000) to be used together with the amount of fifty thousand dollars (\$50,000) advanced by the Province of Nova Scotia, to establish a loan fund for families relocated by the City from Africville with the provision that this loan would be ultimately repayable to the Governments concerned.
3. City Council approve recommendations for the appointment of a Board of Directors, consisting of a total of twelve persons, to administer the fund. This Board would consist of representatives from the Committee of Former Africville residents, Social Planning Staff, and citizens from the broader community who possess talents in line with the requirements of administering such a loan fund (chartered accountants and lawyers, for example).
4. Appropriate legislative authority be sought to allow the aforementioned Board of Directors to act as a cooperative body in the administration of the loan fund program as outlined.
5. City Council grant approval to the establishment of a priority listing for the immediate consideration of the Halifax Housing Authority, or families relocated from Africville who have not yet been satisfactorily and/or permanently rehoused by the City.
6. A suitable portion of staff salary resources recently approved in the 1969 Social Planning budget for rehabilitative and preventive services be allocated to hire staff needed to conduct those programs deemed necessary for families relocated from Africville.

*Council  
mar. 12/69*

Motion passed with Alderman Connolly voting against.

To: His Worship the Mayor  
and Members of City Council

From: S. A. Ward, City Manager

Date: March 27, 1969

Subject: Loan Fund for Former Africville Residents

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On March 12th, City Council approved a resolution containing six items relating to a proposal to give that further assistance which is required to meet the responsibility to the former residents of Africville. Three of these items involved the loan fund, namely, the amount of the fund, the appointment of a Board of Directors and the seeking of legislation to enable the Board to act as a cooperative body in the administration of the fund.

While looking at the appropriate legislation that would be required, it was realized that legislation was already in effect in the form of the Credit Union Act. This particular Act contains all the requirements needed to provide good financial control and it was therefore felt that action should proceed along these lines. Meetings were held with officials of the Nova Scotia Credit Union League, John Wrin being on the executive of the League, and their assistance resulted in the tentative formation of the Seaview Credit Union.

Membership in the Credit Union will include the following persons:

		<u>Position</u>
S. A. Ward	City Manager	Supervisory Committee
H. D. Crowell	Social Planner	Director
R. L. Towler	Director of Finance	Supervisory Committee
Mrs. A. McDonough	Social Planning Staff	Credit Committee
J. Wrin	Deputy Chief of Police	Representative from the N.S. Credit Union League on Board of Directors
George Cooper	Solicitor (McInnes, Cooper & Robertson)	Credit Committee
Eleven ex-Africville residents		Directors and on Credit and Supervisory Committees

Protection in the issuing of loans is obtained by the fact that they can only be approved when a majority of the Credit Committee is present and unanimous approval is given.

The Supervisory Committee has to make an examination of the affairs of the Credit Union not less frequently than quarterly and with the representatives from the City, as indicated above, there should be good control available.

Since the idea of a loan fund germinated over five months ago, the needs of the individuals have become progressively greater. As a result, it was decided to apply to the Registrar of Credit Unions immediately, because it can take up to thirty days for the Charter to be granted. This application for registration, of course, can be cancelled at any time.

It is recommended that City Council approve the method of appointments as noted on the foregoing page, to enable the Credit Union to proceed as soon as registration is effected.

A copy of the proposed Supplemental By-Laws is attached for your information.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read 'S. A. Ward', written in black ink.

S. A. WARD  
City Manager

SAW/H.  
Attachment

LOAN FUND FOR FORMER AFRICVILLE RESIDENTS

A report was submitted from Staff relating to a Loan Fund for Former Africville Residents which would operate the same as a Credit Union. The report advised that:

"Meetings were held with officials of the Nova Scotia Credit Union League, John Wrin being on the executive of the League, and their assistance resulted in the tentative formation of the Seaview Credit Union."

Membership in the Credit Union includes the following:

S. A. Ward	City Manager
H. D. Crowell	Social Planner
R. L. Towler	Director of Finance
Mrs. A. McDonough	Social Planning Staff
J. Wrin	Deputy Chief of Police
George Cooper	Solicitor (McInnes, Cooper & Robertson)

Eleven ex-Africville residents

Staff recommends that Council approve the method of appointments to enable the Credit Union to proceed as soon as registration is effective.

A copy of the By-laws are attached to the official copy of these minutes.

MOVED by Alderman Abbott, seconded by Alderman Meagher that the method of appointments to enable the Credit Union to proceed as soon as registration is effective, be approved. Motion passed with Alderman Connolly voting against.

*Spec. Council  
Apr. 2/69*

To: His Worship the Mayor  
and Members of City Council

From: S. A. Ward, City Manager

Date: March 27, 1969

Subject: Loan Fund for Former Africville Residents

---

On March 12th, City Council approved a resolution containing six items relating to a proposal to give that further assistance which is required to meet the responsibility to the former residents of Africville. Three of these items involved the loan fund, namely, the amount of the fund, the appointment of a Board of Directors and the seeking of legislation to enable the Board to act as a cooperative body in the administration of the fund.

While looking at the appropriate legislation that would be required, it was realized that legislation was already in effect in the form of the Credit Union Act. This particular Act contains all the requirements needed to provide good financial control and it was therefore felt that action should proceed along these lines. Meetings were held with officials of the Nova Scotia Credit Union League, John Wrin being on the executive of the League, and their assistance resulted in the tentative formation of the Seaview Credit Union.

Membership in the Credit Union will include the following persons:

		<u>Position</u>
S. A. Ward	City Manager	Supervisory Committee
H. D. Crowell	Social Planner	Director
R. L. Towler	Director of Finance	Supervisory Committee
Mrs. A. McDonough	Social Planning Staff	Credit Committee
J. Wrin	Deputy Chief of Police	Representative from the N.S. Credit Union League on Board of Directors
George Cooper	Solicitor (McInnes, Cooper & Robertson)	Credit Committee
Eleven ex-Africville residents		Directors and on Credit and Supervisory Committees

Protection in the issuing of loans is obtained by the fact that they can only be approved when a majority of the Credit Committee is present and unanimous approval is given.

The Supervisory Committee has to make an examination of the affairs of the Credit Union not less frequently than quarterly and with the representatives from the City, as indicated above, there should be good control available.

Since the idea of a loan fund germinated over five months ago, the needs of the individuals have become progressively greater. As a result, it was decided to apply to the Registrar of Credit Unions immediately, because it can take up to thirty days for the Charter to be granted. This application for registration, of course, can be cancelled at any time.

It is recommended that City Council approve the method of appointments as noted on the foregoing page, to enable the Credit Union to proceed as soon as registration is effected.

A copy of the proposed Supplemental By-Laws is attached for your information.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read 'S. A. Ward', written in dark ink.

S. A. WARD  
City Manager

SAW/H.  
Attachment



NOVA SCOTIA CREDIT UNION ACT

SUPPLEMENTAL BY-LAWS

SEAVIEW  
CREDIT UNION LIMITED

1. (i) Membership in the Credit Union shall be limited to:
  - a) persons relocated from Africville by the City of Halifax between June 1964 and September 1967;
  - b) staff of the City of Halifax who are members of the Committee of Former Africville Residents; and
  - c) a chartered accountant, a barrister, and a representative of the Nova Scotia Credit Union League who, in the opinion of the Board of Directors, demonstrate a genuine interest in the persons eligible for membership under Sect. 1 (i)(a).
- (ii) So long as the Committee of Former Africville Residents has on deposit with Seaview Credit Union Limited at least one-half of the seventy thousand dollars (\$70,000) advanced by the City of Halifax, 12 March 1969, only persons eligible for membership in this Credit Union under Sect. 1 (i) shall be admitted, and this supplementary by-law Sect. (ii) shall not be amended by the Union membership except with the consent of the City of Halifax, by vote of City Council.
2. The minimum instalment on a share shall be one dollar (\$1).
3. The Board of Directors shall consist of nine members, one of whom shall be a city staff representative from the Committee of Former Africville Residents admitted to membership under Sect. 1 (i)(b), and one of whom shall be the representative from the Nova Scotia Credit Union League admitted to membership under Sect. 1 (i)(c).
4. At the first general meeting, nine Directors shall be elected to hold office until the first annual meeting. At the first annual meeting three Directors shall be elected to hold office until the second annual meeting, and three Directors shall be elected to hold office until the third annual meeting, and three Directors shall be elected to hold office until the fourth annual meeting.

At each subsequent annual meeting, Directors shall be elected to replace those retiring, and Directors so elected shall hold office for three years.
5. The Credit Committee shall consist of five members, one of whom shall be a city staff representative from the Committee of Former Africville Residents admitted to membership under Sect. 1 (i)(b), and one of whom shall be the barrister admitted to membership under Sect. 1 (i)(c).
6. The Credit Committee shall be appointed by the Board of Directors in accordance with the provisions of the Act.

7. The Supervisory Committee shall consist of five members, one of whom shall be a city staff representative from the Committee of Former Africville Residents admitted to membership under Sect. 1 (i)(b), and one of whom shall be the chartered accountant admitted to membership under Sect. 1 (i)(c).
8. There shall be meetings of the Board of Directors, the Credit Committee and the Supervisory Committee as required by the Act and the Standard By-Laws and more frequently if the business of the Credit Union warrants it.
9. At annual or special meetings of the members, fifteen (15) members shall constitute a quorum.



✓

TO: S. A. Ward, City Manager

FROM: R. H. Stoddard, City Clerk

DATE: March 24, 1969

SUBJECT: Proposal for Africville Follow-up

- 1. FOLLOW UP
- 2. FOLLOW UP
- 3. FOLLOW UP
- 4. COMPLETION DATE

Please be advised that the City Council, at a meeting held March 12, 1969, approved the following resolution:

1. The City of Halifax officially endorse the position that the social measures for which City Council hereby grants support represent the City's recommitment to "the rehousing, employment, education and rehabilitation of the residents of Africville", the responsibility for which was assumed in the 1963 adoption of the Rose Report.
2. The City of Halifax make available the sum of twenty thousand (\$20,000) to be used together with the amount of fifty thousand dollars (\$50,000) advanced by the Province of Nova Scotia, to establish a loan fund for families relocated by the City from Africville with the provision that this loan would be ultimately repayable to the Governments concerned.
3. City Council approve recommendations for the appointment of a Board of Directors, consisting of a total of twelve persons, to administer the fund. This Board would consist of representatives from the Committee of Former Africville residents, Social Planning Staff, and citizens from the broader community who possess talents in line with the requirements of administering such a loan fund (chartered accountants and lawyers, for example).

.../2

S. A. Ward, City Manager

March 24, 1969

- 4. Appropriate legislative authority be sought to allow the aforementioned Board of Directors to act as a cooperative body in the administration of the loan fund program as outlined.
- 5. City Council grant approval to the establishment of a priority listing for the immediate consideration of the Halifax Housing Authority, of families relocated from Africville who have not yet been satisfactorily and/or permanently rehoused by the City.
- 6. A suitable portion of staff salary resources recently approved in the 1969 Social Planning budget for rehabilitative and preventive services be allocated to hire staff needed to conduct those programs deemed necessary for families relocated from Africville."

*R. H. Stoddard*  
 R. H. STODDARD,  
 CITY CLERK

/lr

cc: D. F. Murphy, City Solicitor  
 R. L. Towler, Director of Finance  
 C. W. MacAllister, Halifax Housing Authority  
 H. Crowell, Social Planner

Members

HSC >  
 A.T.S. e.c.  
 SAW S.C.  
 RLT S.C.  
 E. COOPER - long time cop, R.L. & T.S. e.c.  
 J. Wain up for N.S. began of ...

NOVA SCOTIA CREDIT UNION ACT


SUPPLEMENTAL BY-LAWS

SEAVIEW

CREDIT UNION LIMITED

1. (i) Membership in the Credit Union shall be limited to:
  - a) persons relocated from Africville by the City of Halifax between June 1964 and September 1967;
  - b) staff of the City of Halifax who are members of the Committee of Former Africville Residents; and
  - c) a chartered accountant, a barrister, and a representative of the Nova Scotia Credit Union League who, in the opinion of the Board of Directors, demonstrate a genuine interest in the persons eligible for membership under Sect. 1 (i)(a).
- (ii) So long as the Committee of Former Africville Residents has on deposit with Seaview Credit Union Limited at least one-half of the seventy thousand dollars (\$70,000) advanced by the City of Halifax, 12 March 1969, only persons eligible for membership in this Credit Union under Sect. 1 (i) shall be admitted, and this supplementary by-law Sect. (ii) shall not be amended by the Union membership except with the consent of the City of Halifax, by vote of City Council.
2. The minimum instalment on a share shall be one dollar (\$1).
3. The Board of Directors shall consist of nine members, one of whom shall be a city staff representative from the Committee of Former Africville Residents admitted to membership under Sect. 1 (i)(b), and one of whom shall be the representative from the Nova Scotia Credit Union League admitted to membership under Sect. 1 (i)(c).
4. At the first general meeting, nine Directors shall be elected to hold office until the first annual meeting. At the first annual meeting three Directors shall be elected to hold office until the second annual meeting, and three Directors shall be elected to hold office until the third annual meeting, and three Directors shall be elected to hold office until the fourth annual meeting.

At each subsequent annual meeting, Directors shall be elected to replace those retiring, and Directors so elected shall hold office for three years.
5. The Credit Committee shall consist of five members, one of whom shall be a city staff representative from the Committee of Former Africville Residents admitted to membership under Sect. 1 (i)(b), and one of whom shall be the barrister admitted to membership under Sect. 1 (i)(c).
6. The Credit Committee shall be appointed by the Board of Directors in accordance with the provisions of the Act.

- 
7. The Supervisory Committee shall consist of five members, one of whom shall be a city staff representative from the Committee of Former Africville Residents admitted to membership under Sect. 1 (i)(b), and one of whom shall be the chartered accountant admitted to membership under Sect. 1 (i)(c).
  8. There shall be meetings of the Board of Directors, the Credit Committee and the Supervisory Committee as required by the Act and the Standard By-Laws and more frequently if the business of the Credit Union warrants it.
  9. At annual or special meetings of the members, fifteen (15) members shall constitute a quorum.

TO: His Worship the Mayor and Members of the City Council  
FROM: S. A. Ward, City Manager  
SUBJECT: Attached staff report - CONFIDENTIAL  
DATE: March 3, 1969

CONFIDENTIAL

The Africville Follow-up Proposal accompanying this letter is submitted for your consideration, prior to Committee of the Whole Wednesday, March 5.

You will note that this has been labelled a confidential staff report. This measure was taken after much deliberation among staff and members of the Committee of Former Africville residents. It is hoped that, on reading the report, you will agree that the rationale for requesting that it be treated confidential is consistent with the purpose and aims of the project proposal.

As early as December 1963, Dr. Albert Rose in a report to this Council stated that -

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.

Other experts on relocation projects have imbued Africville with a "national, and even an international, reputation". The extensive, perhaps excessive, publicity given the Africville relocation through the media has contributed still further to the "over-exposure" of the lives of the people involved.

In view of this, the position is taken that widespread publicity of current problems facing relocated Africville residents or of attempts being made by the City to fulfill its commitment to these families would be neither a credit to the City nor a service to those affected. For this reason, it is felt that keeping the recommendation for the Africville follow-up confidential will facilitate staff in carrying out whatever assignment City Council may make in this regard.

Respectfully submitted,



S. A. Ward,  
City Manager

HDC/jj



**CONFIDENTIAL**

**CONFIDENTIAL REPORT**

**AFRICVILLE FOLLOW-UP PROPOSAL**

**submitted by**

**Social Planning Staff**

**City of Halifax**

**February 4, 1969**



## I N T R O D U C T I O N

Many backers - directors of relocation would be disappointed if change were limited to a perhaps brief boost in morale and a slight housing improvement. Without concomitant programs bearing on the fundamental economic and educational problems, it is unlikely that relocation would have the effects manifestly indicated by its political rationalization.<sup>1</sup>

On January 16, 1964, City Council of Halifax unanimously approved recommendations contained in a report "with particular respect to Africville" submitted by special consultant, Dr. Albert Rose, and thereby committed itself to the relocation of the entire Africville community during the three subsequent years. Perhaps the most significant contribution of the Rose Report, as it has come to be known, was the explication that "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".<sup>2</sup> Having clearly identified the fundamental needs of the people of Africville as housing, employment, and income, and urging that strong forces be brought to bear concurrently on the three problem areas, Dr. Rose concluded his 1963 report on a note of caution - warning that failure to implement recommended social and economic programs could result in a "condition of chronic dependency for many of the families under study".

It is not the purpose of this proposal to analyze the extent to which City staff was directed by the spirit and counsel of the Rose Report in their relocation efforts between June 1964 and October 1967. Rather, reference is made here to the Rose Report only as it assumes significance in relation to current circumstances of families relocated from Africville.

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<sup>1</sup> Donald Clairmone and Dennis W. Magill, URBAN RELOCATION OF AFRICVILLE RESIDENTS (Research Proposal): A Sociological Investigation of Planned Social Change, October 1967, pg.16.

<sup>2</sup> Dr. Albert Rose, REPORT OF A VISIT TO HALIFAX WITH PARTICULAR RESPECT TO AFRICVILLE, November 1963, pg. 5.

When social worker, Peter MacDonald, left the employment of the City of Halifax in October 1967 having "completed" the Africville Relocation to the satisfaction of City Planning staff and officials, he urged that consultation services be obtained by a recognized social agency to insure that the efforts of the relocation program not be frustrated. The following day, the Africville Sub-Committee disbanded, and for all practical purposes, Africville became a closed chapter in the City's history during the ensuing year.

#### RENEWED INVOLVEMENT OF CITY

On October 8, 1968, members of the new Social Planning staff were invited to attend a meeting concerning an Institute of Public Affairs Research study on the Africville Relocation. The City is indebted to the Department of Public Welfare of the Province of Nova Scotia who approved and financed this undertaking, for it was through their attendance at this meeting that Social Planning staff became aware of some very considerable problems being encountered by former Africville families. In a general meeting called by the Social Planning Department on October 19, 1968, ex-Africville residents gave angry expression to some of their frustrations and discontents, which significantly fell rather clearly into the three problem categories of housing, employment, and income.

#### ACTIVITY TO DATE

An outgrowth of this general meeting was the establishment of a committee, comprised of six former Africville residents appointed by the respective groups they represent, namely, home owners, public housing tenants, and rental occupants; and three City staff members, S. A. Ward, City Manager, H. D. Crowell, Social Planner, and Alexa McDonough, Social Planning staff member. This committee has met regularly during the intervening months, examining some of the problems with which families are endeavoring to cope and discussing possible action proposals.

Of the total former Africville population who responded to the December 1968 survey, 55% - more than half - were in receipt of regular social assistance from the City of Halifax. This represents a 40% increase over the population percentage in Africville receiving welfare assistance from the City in 1963. There are, of course, several factors which account for such an increase, not the least of which would be first-time applications from families who were perhaps eligible for assistance while living in Africville, but had not previously applied; and, secondly, the adoption of the Canada Assistance Plan in 1966 which created eligibility for a new higher-income segment of the general population. Nevertheless, this high incidence of welfare dependency must surely be, as predicted by Dr. Rose's cautious warning, at least in part, a direct result of the relocation itself. Additional information derived from the recent survey illustrates other drastic socio-economic consequences of relocation. A 1962 Dalhousie Institute study cited in Dr. Rose's report revealed one family in six to be headed by a female, not all of whom constituted dependent families. Information compiled from the completed questionnaires shows, in contrast, approximately one in three of the relocated families to be now headed by females, all but two of which are dependent upon welfare assistance.

A second alarming statistic pertains to the present debt status of the relocated population. On the basis of detailed data regarding current financial circumstances, the 47 families who responded to the questionnaire are found to be indebted in the approximate amount of fifty thousand dollars (\$50,000) exclusive of all mortgages and rental arrears.

#### FINDINGS OF SURVEY

In the month of December, through the extensive efforts of the committee, a fact-finding survey was conducted of ex-Africville families residing in the Halifax area. To date, 47 responses have been received from a total of 74 families to whom questionnaires were distributed and in-person contacts were made.

A small number of questionnaires may still be anticipated as a result of follow-up (third) contacts, but committee members suggest that the 36% from whom no response has been received generally fall into one of three categories - those who are managing adequately and are not desirous of further contact with the City; those who are disillusioned with their dealings with the City to the extent that they refuse to enter into any further involvement; and those whose problems have overwhelmed them so completely that they have given up all hope and effort to cope.

#### HOUSING

Twenty-three of the relocated Africville families are presently accommodated in public housing. There can be no question that these shelter facilities, despite some limitations associated with public housing, represent a vast improvement over the frequently unsafe and unsanitary conditions in Africville. It is notable, however, that some of these families risk eviction from public housing and others, from among the families not yet permanently rehoused, are denied entry to same, due to housekeeping practices regarded as substandard and unacceptable to the Housing Authority.<sup>3</sup>

Of the ten "home-owners" from whom responses were received, two families have recently lost their homes through foreclosure, because of their inability to maintain mortgages and costs, and at least three others are threatened with foreclosure due to arrears in mortgage payments.<sup>4</sup> Families living in rental accommodations comprise the group experiencing the greatest difficulties with regard to housing.

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<sup>3</sup> In keeping with its commitment to safeguard the satisfactory rehousing and rehabilitation of all families from Africville, the Africville Sub-Committee on October 20, 1965, requested that consideration be given to establishing a course in housekeeping practices for the homemakers in relocated families. This request was referred to P. J. MacDonald for study, but no further mention is devoted to this matter in the files.

<sup>4</sup> Reference is made to staff and Africville Sub-Committee correspondence on record fixing policy that the Solicitor's Department would continue to provide legal advice needed by homeowners beyond completion of the relocation program. Further reference is made to a May 23, 1968, City staff meeting called to consider the possibility of assisting three families in trouble with mortgages, the outcome of which was a recommendation that staff should be hired "to take steps to help these families". No mention of further action is found in the Africville records.



Although only sixteen responded to the questionnaire, several of these indicate severe problems of unsafe, unsanitary and generally unsatisfactory housing conditions, including overcrowding, and exorbitant rents. Committee members have informed city staff that many of the families who did not respond to the survey, face the most dire problems of all. Several of this group occupy city-owned housing units which, at best, are still temporary shelter. Therefore, it seems evident that a large percentage of the rental group are in urgent need of rehousing.

#### EMPLOYMENT AND INCOME

At the time of Dr. Rose's Report, that is, at the outset of the Africville Relocation Program, it was a matter of record<sup>5</sup> that approximately ten families only were in receipt of welfare assistance provided through the City of Halifax. This observation was coupled with the advice that very considerable planning by City staff would be required to offset the disruption of existing living patterns which could result in greatly increased numbers of families requiring and seeking public assistance.

#### CITY'S COMMITMENT

That City staff and Council, at the outset of the Africville relocation program, were sincerely committed to a plan involving "rehousing, employment, education, and rehabilitation of the residents of Africville over a 3-year period" seems almost indisputable. The June 19, 1964, staff report approved by Council containing the following statement is just one of repeated references to these principles -

In addition to the question of compensation and social assistance and housing, the City has accepted a responsibility to assist on matters of employment and education.

However, a detailed review of records pertaining to the Africville relocation program reveals that matters of property acquisition, compensation, and rehousing took marked precedence over all other considerations of social, economic, and psychological significance.

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<sup>5</sup> Dr. Rose's Report, op.cit., pg. 6.

Quite understandably, the staff social worker hired to carry out the program could not, singlehandedly, have been expected realistically to attend to every aspect of need in the relocation process. That the fullest co-operation and expertise of the Development Department was offered is apparent from the record, but as should be expected their efforts were directed primarily to physical aspects of the relocation, and matters of compensation, as did the Solicitor's Department address itself to legal considerations.

With regard to employment and education, references to efforts exerted are sparse and vague amidst the massive records of the relocation project. Of a possible 12 - 15 persons for whom employment opportunities were found (some of which were temporary, some permanent), only six appear to have been household heads or family breadwinners. Mention is made in a June 15, 1966 Staff report of referrals to the Negro Employment Officer engaged in the Social Development Division of the Department of Public Welfare, but recent discussions with this individual suggest that very limited gains were made through this channel.

Similarly, one isolated effort appears to have been made in the education field. An upgrading course was established through the Adult Education Division in which 13 - 15 persons enrolled, again only a few of whom were heads of households. Four persons only completed the first phase of this course and it was discontinued.

#### PROJECT PROPOSAL

It is as true today as it was in 1963 when Dr. Rose stated that "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". It is significant that representatives of the former Africville residents serving on the recently-convened committee possess a real understanding of this concept, and do not suggest that further monetary compensation, per se, is the solution to current problems facing the ex-Africville families.

Rather, they are in unanimous agreement that support should be sought for a "follow-through" program with preventive and rehabilitative aspects. Thus, the Social Planning staff has agreed to present the following requests to City Council, and to the Province of Nova Scotia, to be considered for a joint cost-sharing undertaking, deserving of the immediate consideration of both parties -

#### I ESTABLISHMENT OF LOAN FUND

In view of the large debts accumulated by many Africville families since the time of relocation, and the accompanying high interest rates and carrying charges (in some instances amounting to 22% per annum), it is suggested that a loan fund be established in the approximate amount of seventy-five thousand dollars (\$75,000). Although this would mean requesting an initial amount of \$56,250 (75%) from the Province, and \$18,750 (25%) from the City, the actual cost to each party would be no more than the interest required to borrow these sums - approximately five thousand dollars (\$5,000) and eighteen hundred dollars (\$1,800) respectively, plus an amount which would have to be projected to allow for "bad debts".

In this way, low interest loans could be made available, with certain stipulations regarding maximum sums allowable for any one family and limitations on usage of such loans - initially to families most deeply indebted - so that debts carrying unreasonable rates of interest or carrying charges could be paid off. There are several advantages in the arrangements which could then be agreed upon for repayment to the loan fund. In the first place, families would cease to be indebted to several loan companies and merchants, but instead would be faced with a single monthly installment on their outstanding debts. Secondly, problems of exorbitant interest rates which make it virtually impossible for low-income families to find their way out of debt would be greatly reduced. It is significant to note that low-interest loan money is increasingly suggested as a necessary ancillary service to families involved in relocation programs because of the many hidden costs to families for which compensation is rarely granted. Thirdly, realistic monthly installments could be

set for the repayment of loans, consistent with a family's income and its ability to pay. This process would allow for a measure of budgetary counselling to families who, until relocation, were not faced with the problems of monthly bills for such services as rent, fuel, electricity, water, transportation to work (in some instances, from Halifax County), and so forth. Such involvement would also bring to light problems relating to inadequate income, unemployment, and lack of job skills - for which some solution could be sought. Fourthly, the willingness of the ex-Africville committee members to contribute time and effort to the administration and control of such a loan fund would be most valuable both as an experience for the group and for the success of the program. Representatives who have close contact with families indebted to the fund, and who at the same time, have a personal interest in "making it work" for themselves, would be invaluable in enforcing regular payments and in coming to terms with problems which prevent families from meeting their obligations.

## II HOUSING MEASURES

It is recommended that immediate steps be taken to rehouse those families relocated from Africville who are not yet housed in permanent decent, safe, and sanitary facilities. In most instances, this matter could be facilitated by establishing a priority listing for immediate consideration of the Halifax Housing Authority. In addition to the problem of vacancies being found for these families, some attendant problems can be anticipated with regard to unacceptable standards of housekeeping, and provisions should be sought to deal with these.

Although some consideration should be given the possibility of making loan money available to homeowners who are in urgent need of temporary assistance with mortgage payments, the Committee expresses the feeling that the incidence of such problems would be greatly reduced if the loan fund becomes operational, and the pressures of other debts become somewhat alleviated. Some consideration might be given to seeking legislative authority to take over second mortgages in



instances where families are in difficulty with meeting payments; or, to take over mortgages held at a rate higher than conventional mortgage rates. If such a plan was documented as desirable and the necessary authority granted, it would require that the loan fund be increased perhaps to \$100,000.

### III HIRING OF SPECIAL PROJECT STAFF

The final request is for assistance in meeting salary requirements to hire at least one full-time staff person to carry out the recommended programs.

It would be the responsibility of this staff member to carry the relocated Africville families as an undifferentiated case-load, to whom a whole range of rehabilitative and preventive services should be provided, including family counselling; planning for job training, work activity experiences, and job placement; and referral for specialized services (treatment for alcoholism and child protective services, for example).

It is noted that the Social Planning Department has included in its 1969 projected operational plan, a proposal for a special project staff of three qualified social workers who will assume responsibility for specific rehabilitative and preventive programs. The Africville program could be structured in such a way that the staff member hired to conduct this particular project would be responsible for co-ordination of comprehensive services provided to the former Africville families, with the freedom to delegate responsibility for specific services to the various special project staff.

### CONCLUSION

Detractors from this project proposal who would state that sufficient or excessive funds have already been expended on the Africville people are again reminded of Dr. Rose's statement that

"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".

This project for which assistance is sought has both preventive and rehabilitative dimensions, and should be viewed as an endeavor to fulfill the commitment already made, but not yet fully discharged, to the former residents of Africville. Some features of the proposal, such as the operation of the loan fund may be found to have demonstration value as well. In any case, the practical necessity of undertaking this assignment in order to prevent and ameliorate increasing conditions of chronic dependency and human suffering among a large number of families in this community cannot be urged strongly enough, nor can the immediacy with which such action is required.

AFRICVILLE FOLLOW-UP PROPOSAL

submitted by

Social Planning Staff

City of Halifax

February 4, 1969

## INTRODUCTION

Many backers - directors of relocation would be disappointed if change were limited to a perhaps brief boost in morale and a slight housing improvement. Without concomitant programs bearing on the fundamental economic and educational problems, it is unlikely that relocation would have the effects manifestly indicated by its political rationalization.

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<sup>1</sup> Donald Clairmont and Dennis W. Magill, URBAN RELOCATION OF AFRICVILLE RESIDENTS (Research Proposal): A Sociological Investigation of Planned Social Change, October 1967, Page 16. It is noted that this proposal is confidential, and the liberty of quoting from it here is taken only in view of the fact that this report, too, is to be regarded as confidential.

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When social worker, Peter MacDonald, left the employment of the City of Halifax in October 1967 having "completed" the Africville Relocation to the satisfaction of City Planning staff and officials, he urged that consultation services be obtained by a recognized social agency to insure that the efforts of the relocation program not be frustrated. The following day, the Africville Sub-Committee disbanded, and for all practical purposes, Africville became a closed chapter in the City's history during the ensuing year.

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#### ACTIVITY TO DATE

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However, a detailed review of records pertaining to the Africville relocation program reveals that matters of property acquisition, compensation, and rehousing took marked precedence over all other considerations of social, economic, and psychological significance. Quite understandably, the staff social worker hired to carry out the program could not, singlehandedly, have been expected realistically to attend to every aspect of need in the relocation process. That the fullest co-operation and expertise of the Development Department was offered is apparent from the record, but as should be expected their efforts were directed primarily to physical aspects of the relocation, and matters of compensation, as did the Solicitor's Dept. address itself to legal considerations.

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### PROJECT PROPOSAL

It is as true today as it was in 1963 when Dr. Rose stated that "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". It is significant that representatives of the former Africville residents serving on the recently-convened committee possess a real understanding of this concept, and do not suggest that further monetary compensation, per se, is the solution to current problems facing the ex-Africville families. Rather, they are in unanimous agreement that support should be sought for a "follow-through" program with preventive and rehabilitative aspects. Thus, the Social Planning staff has agreed to present the following requests to City Council, and to the Province of Nova Scotia, to be considered for a joint cost-sharing undertaking, deserving of the immediate consideration of both parties -

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In view of the large debts accumulated by many Africville families since the time of relocation, and the accompanying high interest rates and carrying charges (in some instances amounting to 22% per annum), it is suggested that a loan fund be established in the approximate amount of seventy-five thousand dollars (\$75,000). Although this would mean requesting

An initial amount of \$56,250 (75%) from the Province, and \$18,750 (25%) from the City, the actual cost to each party would be no more than the interest required to borrow these sums - approximately five thousand dollars (\$5,000) and eighteen hundred dollars (\$1,800) respectively, plus an amount which would have to be projected to allow for "bad debts".

In this way, low interest loans could be made available, with certain stipulations regarding maximum sums allowable for any one family and limitations on the usage of such loans, to families - initially to those most deeply indebted - so that debts carrying unreasonable rates of interest or carrying charges could be paid off. There are several advantages in the arrangements which could then be agreed upon for repayment to the loan fund. In the first place, families would cease to be indebted to several loan companies and merchants, but rather would be faced with a single monthly installment on their outstanding debts. Secondly, problems of exorbitant interest rates which make it virtually impossible for low-income families to find their way out of debt would be greatly reduced. It is significant to note that low-interest loan money is increasingly suggested as a necessary ancillary service to families involved in relocation programs, because of the many hidden costs to families for which compensation is rarely granted. Thirdly, realistic monthly installments could be set for the repayment of loans, consistent with a family's income and its ability to pay. This process would allow for a measure of budgetary counselling to families who, until relocation, were not faced with the problems of monthly bills for such services as rent, fuel, electricity, water, transportation to work (in some instances, from Halifax County), and so forth. Such involvement would also bring to light problems related to inadequate income, unemployment, and lack of job skills - for which some solution could be sought.

Fourthly, the willingness of the ex-Africville committee members to contribute time and effort to the administration and control of such a loan fund would be most valuable both as an experience for the group and for the success of the program. Representatives who have close contact with families indebted to the fund, and who at the same time, have a personal interest in "making it work" for themselves, would be invaluable in enforcing regular payments and in coming to terms with problems which prevent families from meeting their obligations.

## II HOUSING MEASURES

It is recommended that immediate steps be taken to rehouse those families relocated from Africville who are not yet housed in permanent decent, safe, and sanitary facilities. In most instances, this matter could be facilitated by establishing a priority listing for immediate consideration of the Halifax Housing Authority. In addition to the problem of vacancies being found for these families, some attendant problems can be anticipated with regard to unacceptable standards of housekeeping, and provisions should be sought to deal with these.

Although some consideration should be given the possibility of making loan money available to homeowners who are in urgent need of temporary assistance with mortgage payments, the Committee expresses the feeling that the incidence of such problems would be greatly reduced if the loan fund becomes operational, and the pressure of other debts becomes somewhat alleviated. Some consideration might be given to the possibility of seeking legislative authority to take over second mortgages in instances where families are in difficulty with meeting payments; or, to take over any mortgages which are held at a rate higher than the conventional mortgage rate available. If such a plan was documented as desirable and the necessary authority granted, it would require that the loan fund be increased perhaps to \$100,00.

### III HIRING OF SPECIAL PROJECT STAFF

The final request is for assistance in meeting salary requirements to hire at least one full-time staff person to carry out all programs suggested above.

In addition, it would be the responsibility of this staff member to carry the relocated Africville families as an undifferentiated caseload, to whom a whole range of rehabilitative and preventive services should be provided, including family counselling; planning for job training, work activity experiences, and job placement; and referral for specialized services (treatment for alcoholism and child protective services, for example).

It is noted that the Social Planning Department has included in its 1969 projected operational plan, a proposal for a special project staff of three qualified social workers who will assume responsibility for specific rehabilitative and preventive programs. The Africville program could be structured in such a way that the staff member hired to conduct this particular project would be responsible for co-ordination of all comprehensive services provided to the former Africville families, with the freedom to delegate responsibility for specific services to the various special project staff.

## CONCLUSION

Detractors from this project proposal who would state that sufficient or excessive funds have already been expended on the Africville people are again reminded of Dr. Rose's statement that "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".

This project for which assistance is sought has both preventive and rehabilitative dimensions, and should be viewed as an endeavor to fulfill the commitment already made to the former residents of Africville, but not yet fully discharged. Some features of the proposal, such as the operation of the loan fund, may be found to have demonstration value as well. In any case, the practical necessity of undertaking this assignment in order to prevent and ameliorate increasing conditions of chronic dependency and human suffering among a large number of families in this community cannot be urged strongly enough, nor can the immediacy with which such action is required.

CONFIDENTIAL

Finance and Executive Committee  
June 6, 1968

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

FROM: S. A. Ward, City Manager

DATE: June 3, 1968

SUBJECT: Staff Report - Possible Acquisition - Properties Nos. 144  
145, and 146, City Plan P500/46, Africville

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Mr. Kendrick Elcock has a deed to a parcel of land bordering on Bedford Basin, which is approximately 2,460 square feet in area.

A description of the improvements are as follows:

- No. 144 - A garage type structure estimated to be over forty years old which has been vacant for a number of years and is in a very poor state of repair.
- No. 145 - This building was built approximately fifteen years ago by Mr. Aubrey Howe, Mr. Elcock's stepson. Mr. and Mrs. Aubrey Howe lived in this building until they purchased their present home approximately ten years ago. Mr. Elcock now resides on the property. It is a five-room bungalow in poor to fair condition. The exterior is covered with wood shingles and the interior is partitioned with glyroc panels.
- No. 146 - This is an outbuilding.

Mr. Elcock has agreed to accept \$8,000 for the land plus building No. 144 plus \$1,000 for necessary household items. Mr. Aubrey Howe has agreed to accept \$3,500 as settlement in full for building No. 145.

IT IS RECOMMENDED, therefore, that City Council approve the purchase of Properties Nos. 144, 145, and 146, City Plan P500/46, Africville, for the total sum of \$12,500 as settlement in full.

Respectfully submitted,

*Agreed -  
Council June 13/68*



S. A. Ward  
City Manager

RWD/bah

Expropriation Properties - Nos. 144, 145, & 146 Africville

The Committee considered a report from the Committee

on Works recommending that expropriation proceedings be instituted with respect to Properties Nos. 144, 145 and 146 City Plan No. P500/46 Africville, and it was agreed that no action be taken pending consideration of the matter by the Africville Sub-Committee.

-499 -

*Journal  
May 30/68*





TO: Mr. S. A. Ward, City Manager  
 FROM: R. B. Grant, Director of Development  
 DATE: May 27, 1968  
 SUBJECT: Expropriation of Properties - 144,145,146  
 Africville

4. COMPLETION DATE

For some reason or other, the situation in respect of the above-noted properties appears to be creating undue difficulty.

The Africville Sub-committee on October 5, 1967 recommended that the properties be expropriated along with the remainder of the properties in the Africville area. Expropriation was delayed pending a very difficult surveying problem.

While expropriation was recommended and it is still recommended, this does not, of course, preclude settlement by negotiations. In the interim period of time, we have had a number of discussions with Mr. Elcock and Mr. Howe and, while we are getting close to a settlement, Mr. Elcock's asking figure is still, in my opinion, too high in relationship to other settlements made. Mr. Elcock has a form of title but so have others in the area.

It is, in my opinion, extremely unlikely that the settlement would ever get to Court and I would feel that there might be some doubt about the true value of Mr. Elcock's title in the event that it did. What we are trying to do is straighten out the title situation in all of Africville by expropriation. I have no doubt that we will resolve the Elcock case as satisfactorily as we resolved all of the other settlements in the area.

R. B. Grant  
Director of Development

RBG/meb

*Ced Cundy fees \$1207*

Mr. R. B. Grant, Director of Development,

S. A. Ward, City Manager,

24th May, 1968,

Expropriation of Properties - 144, 145 & 146  
Africville.

At the meeting of the Finance and Executive Committee on May 23rd Alderman Connolly raised the point that in this particular property which the City is now expropriating it was the only one that had a deed. He stated that as the City had been very generous in settling properties to which the residents really had no title that we should definitely be as liberal with this particular one in view of the fact that it did actually have a title deed.

Will you please have someone on your staff look at this item right away and let me know what your feelings are on the matter since it may be necessary to call a meeting of the Africville Committee prior to the City Council meeting on May 30th.

S. A. WARD  
CITY MANAGER

SAW/db

The following report was submitted to the Committee from the Committee on Works:

"The Committee on Works, at its meeting held on May 7, 1968, had for consideration the above matter which had been referred to it by the Finance and Executive Committee from its meeting held on April 18, 1968.

After hearing a brief outline of the situation from the City Manager and after consideration, the Committee on Works recommends that expropriation proceedings be instituted immediately with respect to Properties Nos. 144, 145 and 146, City Plan P500/46, Africville."

*Finance  
May 23/68*

Alderman Connolly said that the owner of the properties to which the report referred was one of the few residents of the Africville Area who held a deed to the property. He was concerned that all the other properties in the area had been acquired by the City after negotiation and this would be the only expropriation.

His Worship the Mayor suggested that perhaps the Africville Sub-Committee should meet to consider the matter before the next regular meeting of City Council. At that time the City Manager and any member of Staff who is familiar with the negotiations which have taken place can explain the position to the Sub-committee.

The Committee agreed to His Worship the Mayor's suggestion.

CONFIDENTIAL

Finance and Executive Committee  
April 18, 1968

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

FROM: S. A. Ward, City Manager

DATE: April 8, 1968

SUBJECT: Staff Report - Expropriation of Properties Nos. 144, 145, and  
146, City Plan P500/46, Africville

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Mr. Kendrick Elcock has a deed to a parcel of land bordering on Bedford Basin, which has approximately 2,460 square feet. The land is assessed for \$1,500 and the buildings on the land, Nos. 144, 145, and 146, are assessed for \$1,000 making a total assessment of \$2,500.

A description of the improvements are as follows:

- No. 144 - A garage type structure estimated to be over forty years old which has been vacant for a number of years and is in a very poor state of repair.
- No. 145 - This building was built approximately fifteen years ago by Mr. Aubrey Howe, Mr. Elcock's stepson. Mr. and Mrs. Aubrey Howe lived in this building until they purchased their present home approximately ten years ago. Mr. Elcock now resides on the property. It is a five-room bungalow in poor to fair condition. The exterior is covered with wood shingles and the interior is partitioned with gyproc panels.
- No. 146 - This is an outbuilding.

Mr. Elcock is asking for \$10,000 for Buildings Nos. 144 and 146 plus the land. The total settlement includes \$1,000 for necessary household items. Mr. Aubrey Howe is asking for \$5,000 for Building No. 145 making a total claim of \$15,000; the sum of which is deemed excessive in line with what the City paid for similar properties in the area. A settlement figure of \$8,500 is deemed to be reasonable; the sum of which includes \$1,000 for necessary household items.

In view of the asking price by Mr. Elcock and Mr. Howe, Staff recommended expropriation proceedings be instituted.

Respectfully submitted,



S. A. Ward  
City Manager

*Referred to Works.  
at request of City Solicitor,  
for consideration & report back  
to Finance.*

RWD/bah

MOVED by Alderman Connolly, seconded by Alderman  
Abbott that, as recommended by the Finance and Executive  
Committee, the Staff be authorized to pay Mr. Osborne Farrell  
the sum of \$300.00 for his interest in the property at  
Africville acquired by the City from the Estate of David Dixon  
and that the sum of \$60.00 be withheld in the event that Mrs.  
Osborne Farrell (who cannot now be located) seeks compensation  
for her dower interest. Motion passed.

Council  
Apr. 11/68

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

FROM: Mr. S.A. Ward, City Manager

DATE: March 26th, 1968

SUBJECT: Osborne Farrell - Estate David Dixon - Africville

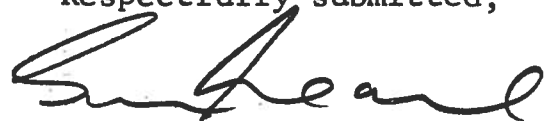
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On June 15th, 1967, City Council authorized staff to acquire the interest of the Estate of David Dixon in a property at Africville. By that authorization, the heirs of the Estate were to execute a Quit Claim Deed in favour of the City of Halifax.

All signatures, with the exception of that of Osborne Farrell, have been obtained. Staff, to this point, has been unable to purchase Mr. Farrell's interest because of his inability to provide his wife's signature. The wife's signature is necessary at-law to bar her dower interest in the property. The dower interest is something in the nature of an encumbrance. Because the right of dower is a nominal encumbrance only, the City of Halifax has a right either to compel Mr. Farrell to remove it, or to seek an abatement in the purchase price in respect of such encumbrance. Because all efforts to obtain his wife's signature have been unsuccessful, staff is of the opinion that of the \$360.00 payable to Mr. Farrell, \$60.00 should be withheld in the event Mrs. Osborne Farrell seeks compensation for her dower interest.

It is therefore recommended that staff be authorized to pay Mr. Farrell all but \$60.00 of the \$360.00 amount in hand, thereby obtaining his interest in the Estate of David Dixon.

Respectfully submitted,



S. A. Ward,  
City Manager.

LEC:vmc