

CITY OF HALIFAX

AFRICVILLE

JULY 23, 1962

DEVELOPMENT DEPARTMENT

T A B L E O F C O N T E N T S

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## INTRODUCTION

It might be considered desirable to develop a detailed history of settlement in the Africville Area. However, Professor Gordon Stephenson in his redevelopment study of the City of Halifax seems to have stated the problem of the area in a simple and precise manner. Professor Stephenson's comments are quoted below:

"There is a little frequented part of the City, overlooking Bedford Basin, which presents an unusual problem for any community to face. In what may be described as an encampment, or shack town, there live about seventy negro families. They are descendants of early settlers, and it is probable that Africville originated with a few shacks well over a century ago. Title to some of the land will be difficult to ascertain. Some of the hutted homes are on railway land, some on City land, some on private land. There will be families with Squatters Rights, and others with clear title to land which is now appreciating considerably in value.

The citizens of Agricville live a life apart. On a sunny, summer day, the small children roam at will in a spacious area and swim in what amounts to their private lagoon. In winter, life is far from idyllic. In terms of the physical condition of buildings and sanitation, the story is deplorable. Shallow wells and cesspools, in close proximity, are scattered about the slopes between the shacks.

There are no accurate records of conditions in Africville. There are only two things to be said. The families will have to be rehoused in the near future. The land which they now occupy will be required for the further development of the City.

A solution which is satisfactory, socially as well as economically, will be difficult to achieve. Africville stands as an indictment of society and not of its inhabitants. They are old Canadians who have never had the opportunities enjoyed by their more fortunate fellows."

Professor Stephenson's comments will serve as an introduction to this report which will attempt to review existing conditions and suggest ways in which the people in the area can be assisted.

## THE AREA AND THE PEOPLE

Africville is a sprawling community overlooking the Bedford Basin. There are no legal boundaries to the community but the population is concentrated in three specific areas. The properties considered to form the community of Africville are indicated on Plan No. P500/46 attached.

### BUILDINGS AND STRUCTURES

There are about 150 structures in Africville. Approximately 85 of these structures are of a residential nature. There is a church and two commercial buildings. The remaining structures are outbuildings used in conjunction with either the residential properties or the commercial buildings.

None of the structures in the area have been the subject of an intensive inspection under Provisions of the City Charter, or Ordinance 50. A casual inspection indicates, however, that the great majority of the buildings could be considered for demolition under the Provisions of the City Charter. Only the occasional structure would not be considered dangerous or dilapidated.

### MUNICIPAL SERVICES

The community of Africville is not served with either piped sewer or piped water. Such roads as are in the area are un-surfaced. Sanitary conditions in the area are very unsatisfactory. Complete implementation of the requirements of the Health Statutes would undoubtedly indicate that few, if any, properties were fit for continued habitation.

### THE PEOPLE

There are approximately 80 families in Africville. The total population amounts to about 370 people.

Some of the heads of families in the Africville area are regularly employed with the C. N. R., Dockyards, and with the City. Other persons work in seasonal employment and as domestic help. Some families have no apparent employment.

There is evidence to believe that some of the families have been residents of the Africville area for at least 40 years. Most of the families have been living in the area for at least 10 years. There does, however, appear to be a constant movement of persons in and out of the area and within the area. Absolute statistics are difficult to obtain.

## OWNERSHIP OF LAND

It is very difficult to reach firm conclusions respecting ownerships of lands and buildings in much of the area known as Africville. Staff investigations indicate that the Nova Scotia Light and Power Company Limited and the C. N. R. in acquiring properties in the area also encountered difficulties in establishing clear titles.

In attempting to determine title, searches were started from the original land grants, which were made in the 1750's. There was a continuity to these grants to the year 1795 when records become very vague. The next clue to title appears in the City Atlas, 1878. This Atlas, which has no legal basis in fact, indicates that approximately 80% of the properties in the Africville area were owned by the City of Halifax.

There has been some clarification of title in recent years as a result of expropriations by the C. N. R. and by the City of Halifax. The C. N. R. rights-of-way and ownerships are indicated on Plan No. P500/46. The City acquired title to many of the properties in the southwesterly section of Africville when it expropriated for the Industrial Mile in 1957.

The area expropriated and which forms part of the Industrial Mile is also shown on Plan No. P500/46. Most of the lands were owned by the Halifax Relief Commission and the Canadian National Railways. Some of the residential properties within the expropriation area were thought to be in the ownership of the Estate of William Carvery and an amount of \$1 was paid into Court in respect of these properties. There has been no claim by the Estate of William Carvery. There have been no claims in respect of other residential properties within the expropriated area.

Further investigation of the title to lands in the north-eastern portion of the Africville community has led to the discovery of 13 registered Deeds. The root of one title has been traced back to the turn of this century. The roots of the remaining titles are obscure and disappear from four to twenty-five years ago.

It seems quite possible that many of the families in the Africville area would be able to prove some element of ownership. It also seems probable that almost all rights of ownership would stem from Squatters Rights, which in turn passed through a process of unregistered Deeds to registered Deeds in the thirteen instances mentioned. There might be a few other registered ownerships that Staff were unable to locate.

It should also be noted that great difficulty has been encountered in attempting to plot the location of the lands covered by the thirteen registered Deeds. Eleven of the Deeds have been plotted in a very imprecise manner. It has been impossible to plot the location of the land in the remaining two Deeds.

Title to the Africville properties is in a chaotic state. While ownership of a sort could be proven in most instances, the expense of proving such title might be more than the property was worth.

## ALTERNATIVE COURSES OF ACTION

As Professor Stephenson points out in his study, Africville presents an unusual problem for the City of Halifax. The community is, as far as can be determined, over 100 years old. Ownership to lands and buildings is very confused. The great majority of the structures are in such a state of disrepair and dilapidation that they could be ordered demolished under the Provisions of the City Charter. Almost without exception, the buildings lack piped sewer and water and, as a consequence, could be ordered vacated under provisions of the various Health Statutes.

There appear to be three basic approaches available to the City. These are:

1. The City can do nothing about the problem -- this has been the basic approach for over 100 years.
2. The City can make full use of its statutory powers to remove blight. It can limit compensation and assistance to the absolute minimum required by Law.
3. The City can use its statutory powers to remove the blight and, at the same time, temper justice with compassion in matters of compensation and assistance to families affected.

It appears to be generally agreed that something must be done to eliminate blight in the Africville Area. Alternative 1 is not an acceptable solution to the problem. Alternative 2 is a possible solution to the problem and should be examined in detail. Alternative 3 is a probable solution to the problem, and, because of this, must surely be examined.

The legal machinery available to the City for the removal of the present unsatisfactory housing conditions in Africville is as follows:

1. Almost all residential structures within the area could be ordered vacated under provisions of the various statutes applying to the occupancy of buildings.
2. The great majority of the structures in the area could be demolished under Provisions of the City Charter or under Provisions of the Fire Prevention Legislation.
3. The City could expropriate the vacant lands.
4. The City could order those properties now occupying City land to be vacated and arrange for their demolition immediately.

If this course of action is followed, families from the area would be forced to find their own alternative accommodation. The onus would be on these families to prove in Court their right to compensation for the lands and, in some isolated instances, the land and buildings taken from them. The probability is that compensation paid by the City would be very slight as proof of ownership would be very difficult to establish.

Absolute implementation of strict legal responsibility and authority does not in itself appear to provide a suitable solution to the total problem. Africville is a unique area and, in the interests of history and fair treatment to the residents, the approach should be tempered with natural justice. Alternative 3 appears to be the most acceptable approach to the problem.

Families displaced by redevelopment, by demolitions, or the implementation of Ordinance 50 in other areas of the City are, subject to certain conditions, offered decent, safe, and sanitary housing accommodation in public housing projects. There is no good reason why families from the Africville area should not be offered equal opportunity to better their conditions. The offer of alternative housing must be an integral part of the programme for Africville.

It seems to be the general opinion that most families in the Africville area would like to remain in that general location. Some of the conditions which influence the desire of families to remain in the area will disappear as more attention is focused on the area. The City must determine whether it is prepared to provide housing in the location or whether alternative housing in other locations would serve to satisfy any moral obligations to the families displaced. Despite the wishes of many of the residents, it would seem desirable on social grounds to offer alternative housing in other locations within the City. The City is a comprehensive urban community and it is not right that any particular segment of the community should continue to exist in isolation.

The City is now studying a major subsidized rental public housing project in the Uniacke Square area. This project is intended to create approximately 1100 family housing units. These housing units are designed to assist all those families from all of the City who are unable to provide themselves with decent accommodation. This project, when started, could easily provide the alternative housing for the 80 families now living in the Africville Area.

Aside from the apparent social necessity to integrate the Africville community with the City as a whole, there appear to be sound financial reasons why this should be done. A separate housing project for the Africville community would necessitate the construction of a project which might well cost \$800,000. This project might be built with assistance under Section 36 of the National Housing Act but such assistance might be somewhat difficult to obtain. Section 36 projects are not normally built for a particular segment of the community. In addition, family incomes from the Africville area would probably not be sufficient to produce the average shelter rental required from such projects. In other words, the Africville community might not by itself be able to create the average rental required for a Section 36 project whereas, if it were integrated with the community at large, incomes would not likely create a major problem in relation to the required average rental.

The second point of significance respecting assistance for the Africville community pertains to the matter of compensation for the loss of property. It has been previously indicated that most properties could be ordered demolished under the Provisions of the Charter. No compensation could be legally claimed from the City as a result of these demolitions. It has also been stated that the lands could be expropriated and that many occupiers of the lands would have difficulty in proving title to the lands so taken.

In other parts of the City, these same actions are taken under Provisions of the City Charter. Owners are not compensated for buildings demolished and owners must prove title through the Courts in order to qualify for compensation for lands and buildings expropriated. While unfortunate precedents can be established by deviating from the strict letter of the Law, there seems to be merit in some deviation in the case of Africville. Africville is unique and, if deviations are permitted, it could be with the clear understanding that such deviations were for Africville and for Africville only. Many of the families in Africville have occupied quarters in the area for generations.

It is suggested that natural justice requires an unusual approach to the question of compensation. Some families will be able to prove a legal right to just compensation. Others will have no claim whatsoever. The latter group, subject to certain safeguards, might be offered a gratuitous payment in return for a Quit Claim Deed to all of their interest in a particular property.

Gratuitous payments could only be made by the City if special legislation is obtained from the Provincial Government. Such gratuitous payments would have to be carefully controlled so that only deserving persons would receive them. This control might be attained by requiring that the claimant obtain an affidavit from his Minister or some other responsible person to the effect that the claimant was the apparent owner of the property for a period of five years. If properties have apparently changed hands in the period covered by the affidavit, the new apparent owner could be compensated if he could obtain a sworn affidavit from the original owner confirming that a purchase and sale transaction between the two had in fact taken place. Alternatively, the new apparent owner might present written evidence of the transaction.



## CONCLUSIONS

It is the opinion of Staff that the blighted housing and dilapidated structures in the Africville area should be removed. It is the further opinion of Staff that the full legal authority of the City should be used to accomplish this removal. It is the further opinion of Staff that the use of legal authority should be tempered with understanding and natural justice on matters of housing and matters of compensation for the apparent owners of land and buildings within the Africville Area.

IT IS RECOMMENDED that the following general policies be adopted:

1. Families from the Africville Area should be offered alternative accommodation in subsidized rental housing projects. It is suggested that because of the unique position of Africville such offers should not be conditional upon income and that the City should take steps to attain agreement of the Province and the Federal Government in this respect.
2. That the subsidized rental housing offered to the residents shall be within projects constructed for the total population of the City and that no special project should be built for this community.
3. Where clear title to land and buildings rests with the City as a result of recent expropriations, apparent owners as of the date of expropriation be paid a gratuitous payment of \$500 each in exchange for a Quit Claim Deed and vacant possession of the property. Immediately vacant possession is taken by the City, the buildings would be demolished at City expense.
4. Where clear title does not rest with the City, expropriation will be carried out. Owners who are able to prove title can claim through the Courts for compensation and settlement will be affected through the Courts or by negotiation. Owners who are unable to prove title will be paid a gratuitous payment of \$500 in exchange for a Quit Claim Deed and vacant possession of the property. In each instance, vacant structures will be immediately demolished at City expense.
5. That if recommendations 1, 2, 3, and 4 are adopted, City Staff in conjunction with Welfare and Church organizations will immediately meet with leading members of the community to explain the City's position and the course of action proposed to be undertaken by the City.

The course of action outlined is one course of action which can be taken to eliminate unsatisfactory conditions in the Africville area. In the opinion of Staff, the course of action suggested is fair and equitable to all concerned. It would be accomplished over a period of time and through a gradual process as alternative housing becomes available.

The course of action suggested appears to be within the means of the City. If legal ownership cannot be proved by any resident of Africville, the total cost of acquisition and clearance would be of the order of \$40,000. Legal ownership can, of course, be proved in certain instances and there is no way of knowing exactly how much compensation might be awarded. It would seem, however, that the outside limit of City financial participation on acquisition and clearance would be about \$70,000.

It does not appear that assistance under Section 23 of the National Housing Act would be available to the City in the acquisition and clearance of these properties. Section 23 provides for compensation only in the event of legal rights of owners. Settlements proposed are essentially of the gratuitous nature and many are applicable to properties which, legally speaking, are now in the ownership of the City.

December 6, 1963

REPORT OF A VISIT TO HALIFAX WITH PARTICULAR  
RESPECT TO AFRICVILLE

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

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

Terms of Reference

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

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

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

would warrant the City's taking extraordinary measures.

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

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

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

Implementation

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

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

Members of the Staff, City of Halifax

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

University and Community Specialists

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

Halifax Advisory Committee on Human Rights

The Halifax Advisory Committee on Human Rights convened a special meeting, attended by 13 of its members, for the purpose of considering the entire situation with the writer. This meeting, on the evening of November 26th, occupied four hours and was the most important confrontation of my visit.

The Present Situation

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

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

As a result of the concern of the larger community in Halifax with the situation in Africville, the City Manager and members of civic staff have prepared a number of substantial reports concerning this community, particularly during the past eighteen months. In my view the work of the staff has been excellent and the reports are impressive. The many difficult questions raised by the residents of Africville and by the Advisory Committee on Human Rights have been answered fully, frankly and sympathetically. (Reports dated July 23, 1962; September 11, 1962; November 26, 1962, January 23, 1963).

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

3 Questions

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

to some of the

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

The Major Findings of the Study Visit

1. The residents of Africville appear ready and to some extent eager to negotiate a settlement concerning the ultimate disposition of their community.

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

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

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

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

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

This is the first time in a quarter-century of slum clearance, public housing, and redevelopment activity in North America, that the removal of a severely blighted area will take away from a large proportion of the residents, not merely their housing and their sense of community, but their employment and means of livelihood as well (in this case, scavenging on the adjacent city rubbish disposal area.)

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

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

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

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

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

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

- (2) There are certain families (estimated by the writer at 25-50 in number) who will seek admission to public housing. Their major problem will be to maintain the payment of rent and service charges (payments to which they are not now accustomed) and to adjust to a new system of rules and reg-

- (2) ultations in publicly provided housing accommodation. From the point of view of the community, and in the interests of these families, applicants for public housing from Africville should be distributed among new public housing projects under construction or projected for the future, in the ratio of about 20 per cent of all families in occupancy.
- (3) The bulk of the families (estimated at half or more of the approximately 80 families resident in Africville) will likely arrange their own relocation housing and probably will seek rental accommodation within Halifax or elsewhere in the Province of Nova Scotia.

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

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

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

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

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

that the City of Halifax will guarantee the monthly rental, if necessary, for families admitted to public housing, during a period of readjustment which might be limited to six months

that welfare assistance will be made available without prejudice, to relocated residents of Africville as they seek to create new living patterns within the City

that Africville families seeking to purchase houses in Halifax will be assisted to find accommodation at a fair market price and that legal advice will be available;

that Africville families will not be forced, through discrimination in the housing market, to seek accommodation only in those areas slated for redevelopment within the next few years;

that the Civic Administration will seek to encourage the people of Halifax to offer employment to coloured people and to cease discrimination against those whose address is now known to be in Africville.

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### Conclusions and Recommendations

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

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

1. The City Council of Halifax enunciate a clear policy that the community of Africville will be expropriated and cleared during the period commencing April 1, 1964 (or shortly thereafter) and that this process will be completed not later than December 31, 1966?

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

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

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

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

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

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

- 20%
- (a) the employment of a trained social worker or social scientist to visit and document the social and economic situation and requirements of each family unit or single individual, and to recommend the order or priority of relocation? and
- (b) the development of a registry of available housing for sale or for rent (outside public housing) which might be suitable for families or persons relocated from Africville? and
- (c) the creation of a special relocation fund to assist families who require furniture or equipment to enable them to function properly and live decently in their new accommodation.

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



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

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

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

Respectfully submitted,

(Sgd.) Albert Rose

Er. Albert Rose

University of Toronto,  
December 6, 1963.

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File No. D862

TO: Members of the Sub-committee on Africville  
FROM: P. F. C. Byars, City Manager  
DATE: June 19, 1964  
SUBJECT: Africville

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Attached is a copy of a general report on Africville dealing with certain basic principles relating to the gradual movement of the community. A meeting of the Council's Sub-committee on Africville, consisting of Alderman Healy, Chairman, Alderman LeBlanc, and Alderman Richard, has been called for 3 P. M. on June 23, 1964 in the Council Chambers to consider this report.

At the meeting, it is also expected that discussion can take place on one possible settlement in the Africville area. At the same meeting, a brief verbal review of negotiations to date will be considered.

Respectfully submitted,

(Sgd.) P. F. C. Byars  
City Manager

RBG/meb  
Attachment

## INTRODUCTION

On January 16, 1964, City Council approved of the recommendations contained within a Staff report, dated July 23, 1963, and a report prepared by Doctor Albert Rose in respect of the relocation of the Africville community. In essence, the City in approving the reports committed itself to compensate the residents of the area for all legal and moral claims to ownership of the property, to provide alternative housing at reasonable rentals, and to provide guidance to the residents on matters of employment and education.

In order to insure that the City's commitments to the residents were fully met, the City accepted Doctor Rose's recommendation to appoint a full time Social Worker to be responsible for all aspects of the movement of the community. In addition, City Council appointed a Sub-committee of Council to assist in the relocation programme. The full time Social Worker, Mr. Peter J. MacDonald, was appointed to City Staff with effect June 1, 1964. In the intervening time, Mr. MacDonald has been familiarizing himself with City procedures and with background information which led to the actions taken by Council.

This report will attempt to set forth a detailed course of action which should lead to the orderly relocation of the Africville community by December 31, 1966, the date established by Council as the completion date for the move.

### THE FUNCTION OF THE COUNCIL SUB-COMMITTEE

The Terms of Reference of the Council Sub-committee have not been established.

The original motion of Council which preceded the appointments suggested that a committee consisting of Members of Council, Staff, and the Advisory Committee on Human Rights should be established. It was apparently the intention that this Committee would be a working committee dealing with all aspects of each particular case. If this suggestion is carried through, it would almost mean that the Committee would meet on a daily basis. Certainly, it would have to be a very active committee to achieve results. It would place very heavy burdens on the Members of Council and Members of the Advisory Committee appointed to it.

Since only Council Members were appointed to the Sub-committee, the principal function of the Sub-committee might be to advise Council and Staff on policy and procedural matters. From time to time, the Sub-committee might meet with Staff and with the Advisory Committee on Human Rights and indeed with individual residents of the community. Generally speaking, however, these meetings could be on broad issues rather than specific cases. Otherwise, the Sub-committee would find itself involved in almost daily discussions.

Compensation to the residents of the Africville area, whether it applies to properties with clear title or reasonably clear title or to properties where no title is evident, will, in fact, be of two types. There will be compensation for land and buildings and there will be allowances made to assist in the relocation of the family. It has been suggested that compensation of the latter type might best be in the form of regular payments for a period of time or specific payments for such items as refrigerators or furniture rather than a lump sum payment at the date of settlement. It is felt that this proposal has merit and it is suggested that negotiations should be directed towards this approach with each family.

It has been agreed that on obtaining vacant possession of a property, the City will arrange for and accept the cost of demolition. The Commissioner of Works has indicated that these demolitions can be undertaken by City forces.

#### GUIDANCE TO FAMILIES WHO HAVE MOVED

The responsibility for the relocation of the Africville community has been placed with the Development Department and in order to insure that all of the City's commitments are met, a full time Social Worker has been employed. At the same time, some residents of the Africville community are now receiving welfare assistance through the City's Welfare Department.

In order to avoid overlapping of responsibilities and to avoid the establishment of precedents which could be difficult to deny at a later date, it is suggested that the Welfare Department accept responsibility for continued assistance to the Africville community until such time as individual properties are acquired. Immediately upon acquisition of each particular property, responsibility for all forms of assistance and guidance should become the responsibility of the Development Department and should remain the responsibility of that Department for as long as the commitment to the individual family exists.

Generally speaking, the City appears to have committed itself to a programme of assistance and guidance for a minimum period of six months from the date of movement of the family. It is, however, anticipated that the total movement of the community will take place over a period to December 31, 1966 and it seems logical that guidance should be given for such a period as appears necessary. At the end of the guidance period, the responsibility for any assistance would be returned to the Welfare Department.

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. Many residents of the Africville community are now employed in regular jobs. Others depend for their livelihood on casual employment and some in fact depend upon the City dump for their principal source of livelihood. Some initial contacts have been made with firms to determine if jobs can be obtained and the response has been reasonably favourable.

It has also been suggested that consideration should be given to the establishment of a co-operative salvage company among residents of the Africville community. Such a co-operative salvage company could be established and the Company could be licensed to salvage on the dump thus creating a source of livelihood on a legal basis after the residents have been moved from the area. This suggestion appears to be worthy of further investigation.

No attempts have yet been made to investigate the need for or the possibility of educational assistance to families in the area. City commitments in this respect can probably best be dealt with on a case basis as circumstances indicate.

### HOUSING

The City has committed itself to offer decent, safe, and sanitary rental housing to all families from the Africville area. It has made no commitment to providing homes for individuals.

The pattern of action taken by families in the Africville area will undoubtedly parallel the patterns of action which have taken place within redevelopment areas. Some families will wish to obtain their settlement and make their own arrangements for housing. In these cases, the City can only make an offer for alternative accommodation and, if the individual family chooses to refuse it, then the City is no longer responsible for this matter. Other families will wish to accept the City's offer of alternative accommodation and the City will then be responsible for providing this accommodation.

The Advisory Committee on Human Rights has expressed concern about families seeking their own accommodation permitting themselves to become involved in very disadvantageous contracts. It has been suggested that both the Advisory Committee on Human Rights and the City should do all possible to advise and assist these people to avoid costly mistakes. In view of the overall commitments of the City to assist in the orderly relocation of families from Africville, it is considered that this suggestion is reasonable and the City should be prepared to provide such guidance and advice as is reasonable in each circumstance.

Families who wish to take advantage of the City's offer of decent rental accommodation can be housed in either public housing projects or in City-owned properties within redevelopment areas. An additional supply of public housing will not be available until 1965 but, in the meantime, vacancies do occur from time to time and it is hoped that some of these vacancies will be available to Africville residents. A direct liaison has been established with The Housing Authority of Halifax insuring maximum co-operation in this regard.

If housing is not immediately available in a public housing project, it is anticipated that sufficient vacancies will occur in City-owned properties in redevelopment areas to permit an orderly move of the family from the Africville area. Families can remain in these City-owned housing units until public housing can be made available to them or until the family of its own volition decides to obtain alternative accommodation on its own.

In order to assist in the movement of families from Africville to other housing, it is suggested that the City should accept responsibility for the movement of furniture from Africville to any point within five miles of the present City limits.

## THE FUNCTION OF THE ADVISORY COMMITTEE ON HUMAN RIGHTS

The Advisory Committee on Human Rights has been very closely associated with the Africville situation since the original recommendations for the movement of the community were made to City Council in July, 1962.

Members of the Advisory Committee on Human Rights represent a broad segment of the total community. The committee itself has worked hard and have a real appreciation of the problems of the community and the desire of the City to improve the lot of the average Africville resident. During the detailed studies which followed the original Staff recommendations, the Committee spent many hours with the residents of Africville and with Staff and others explaining the proposals and investigating possible alternative solutions. The Committee was instrumental in recommending the appointment of Doctor Albert Rose, who subsequently confirmed the Staff recommendations and added procedural recommendations of his own.

It appears essential that the Advisory Committee on Human Rights continue to occupy a prominent position during the gradual relocation of the Africville community. The Committee can insure that the City's commitments to the community are carried out and, at the same time, can assist the City in explaining to the residents the implications of and the actions which will be carried out by the City.

It is suggested, therefore, that the position of the Advisory Committee on Human Rights be fully recognized and that Staff be authorized to contact this Committee at any time for information purposes and for purposes of explaining any proposal. It is further suggested that all settlements which are effected with individual residents of the community be processed through the Sub-committee of Council and from there to the Advisory Committee on Human Rights before submission to City Council for formal ratification. There may be instances where the residents would not wish their affairs to be dealt with by the Advisory Committee and, of course, in these cases, it would not be possible to follow the suggested procedure.

## THE ACQUISITION OF PROPERTIES AND COMPENSATION TO OWNERS

There are a number of instances in the Africville community where residents have a reasonably clear title to their properties either by deed or by possession. It has been generally agreed that in these instances, the City will recognize title, will attempt to remove or circumvent any clouds on title, and will compensate the owner to the full value of the property. In instances where clear or reasonably clear title to property is obvious, the price paid for the properties can best be determined by independent appraisals with appropriate adjustments where necessary to recognize individual circumstances of a particular family.

In the great majority of cases, it appears that clear or reasonably clear title cannot be established. City Staff recommended in the report of July, 1962 that compensation to these persons, who did not possess title but were the apparent owners of property, should be established at a flat \$500. Doctor Rose suggested that this \$500 would not recognize the circumstances of many families and suggested that compensation be based upon the size, marital status, and individual circumstances of each family. This flexible approach to compensation may create some difficulties in administration but can be worked out as each case is thoroughly investigated.

## CONCLUSION

During the past few weeks, numerous discussions have taken place with residents and/or apparent owners of property in the Africville area. As anticipated, these discussions have revealed a very complex social and legal situation. It is obvious that, with few exceptions, each case will necessitate very detailed examinations. The final decisions in each case will undoubtedly differ to a considerable degree depending on individual circumstances.

The residents of the Africville area have, on many occasions, indicated their concern that the City carry forward its commitments. There is a feeling that the City has in the past failed to meet its obligations. This feeling may or may not be justified but in any case it is suggested that all agreements with families in the Africville area must be thoroughly documented both as to timing and to extent in order that there may be no misunderstanding in future. Thorough documentation should provide the measure of confidence to the residents which will insure greatest co-operation.

It has been indicated that each case will have to stand on its own merits. It is felt, however, that approval of the guide lines set forth within this report will permit City Staff to proceed with negotiations with the Africville residents. Some negotiations are now in process and, while many details have yet to be worked out, a final settlement will best be concluded when the general approach has been agreed to.

If Members of the Sub-committee agree to the contents of this report, it is suggested that the report itself be submitted to the Advisory Committee on Human Rights for consideration prior to submission to Council.

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.