

O - D Z E F W S

FROM

Alexa McDonough

DEPARTMENT

Social Planning

H.D.Crowell, Social Planner

DATE

Nov.3/69

SUBJECT

Welfare statistics:

Africville Follow-up

MESSAGE

On October 7, 1969, arrangements were made for Delores Rutledge, Clerk Typist in the University Ave. Social Services office, to carry out some research for the Dennis Magill- Don Clairmont research team re. recipients of social assistance prior to, during, and subsequent to the Africville Relocation Program. It is my understanding that this task has been completed, and I draw the matter to your attention for two reasons. Firstly, Mr. Magill agreed to take the responsibility for having Miss Rutledge reimbursed for overtime hours worked in order to complete the assignment, and as this was by arrangement of Social Planning, it should also be the responsibility of this office to ensure that this was carried out. Secondly, the information compiled should be included in the Africville Follow-up information being gathered by the Social Planning office, and should therefore be requested from either Miss Rutledge (if a copy was retained in that office) or from Mr. Magill directly (Institute of Public Affairs - 424-2526).

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REPLY FROM

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SAVOY BUSINESS FORMS LTD.

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ATTENTION

Alexa McDonough

DEPARTMENT

Social Planning

FROM

J. D. Crowell

DATE

19 May 1970

SUBJECT

Salvaging Co-op.

c.c. Harry Carter

MESSAGE

Further to our conversation re. the recent meeting with Dr. West on the matter of the proposed salvaging operation involving Africville relocatees, it is my understanding that you will take the opportunity to discuss a proposed meeting with the City Mgr. involving Social Planning (including Harry Carter), Health (Dr. West and Dr. Togo, who has had the most contact with City Dump), Works (Copp and Cronn in particular), and Rep from Legal Dept. Should we draw up a preliminary proposal for the Salvaging Co-op. prior to this meeting and circulate it to the appropriate staff in order to provide a basis for discussion?

USE LOWER PORTION FOR REPLY

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◆ SAVOY BUSINESS FORMS LTD.

PROPOSAL FOR PROVISION OF HOUSING
TO LOW INCOME FAMILIES

submitted by

THE AFRICVILLE ACTION COMMITTEE

in co-operation with

the

SOCIAL PLANNING OFFICE, CITY OF HALIFAX

April, 1970

INTRODUCTION

The Africville Action Committee, in cooperation with Social Planning staff of the City of Halifax, make this submission in response to the recent announcement by the Honorable Robert Andras, Federal Minister responsible for Housing, in which he invited proposals for experimental approaches to the provision of housing for low income families, and designated substantial Federal funds for their implementation.

First, the former residents of Africville, a people most drastically affected by the current shortage of housing in this area, wish to commend you on your commitment to the goal of eliminating the housing problems of the poor, and for the priority assigned to this matter in budget allocation for the forth-coming year.

Before proceeding to the specific details of what we offer as a unique approach to meeting housing needs of low income families, and therefore of demonstration value in the greater assignment of building a comprehensive national policy on housing - we wish to review, briefly, the history of events leading up to the current life circumstances of the former residents of Africville. Such an historical account, serves not only to lend perspective to some of the specific measures incorporated into the proposal, but also adds strength, we suggest, to the argument for urgent and far-reaching remedial action being taken with respect to the provision of housing for this population group in particular.

AFRICVILLE RELOCATION

On January 16, 1964, Halifax City Council committed itself, by unanimous consent of its members, to a program of relocation, rehousing, and rehabilitation of the community of Africville in the ensuing three years. Thus, by the end of 1967, approximately four hundred persons who comprised the population of this predominantly - Negro urban fringe ghetto were moved from their dilapidated, but nonetheless single-family dwellings which were subsequently demolished. The

majority of families relocated to the northend of Halifax proper, some into high density public housing, some into temporary accommodations in city-owned housing scheduled for demolition, many into slum housing owned by the private sector and a small number into homes of their own, the downpayments for which were furnished by settlements received from purchase of their Africville properties by the City.

Since its inception in 1968, the Social Planning Office of the City has been conducting a follow-up program involving the Africville relocatees, the rationale and purpose for which is set out in a proposal adopted by City Council in April, 1969,¹ a copy of which is appendaged to this submission.

PRESENT HOUSING CIRCUMSTANCES

With specific reference to housing, it is noted that as of this date, thirty-three former Africville families are accomodated in public housing. This represents the total number of relocatees desirous of such accomodations and includes many families whose earning capacity is severely restricted by reason of age, disability, and lack of breadwinner. However, it also includes approximately five families who do not fall into this category and who are adversely affected by the disincentives imposed by the present rent-to-income formula.

In addition, there are at least ten families presently living in grossly inadequate rental accomodations owned by private landlords or by the City of Halifax (and therefore, temporary only, by definition) who express a strong desire to participate in a scheme designed to provide a more permanent independent, and satisfactory mode of housing, offering the possibility of eventual home ownership.

1. The recommendations contained in the Africville Follow-Up Proposal, submitted by Social Planning staff, City of Halifax, March 3, 1969, were adopted unanimously by Council, March 12, 1969.

It is recognized that the Africville relocatees by virtue of their membership in a lower socio-economic segment of society are likely to be viewed as "marginal credit risks" in such a scheme. However, recognizing that the provision of accommodations for low income families can be stimulated only with the aid of so-called "non-market devices" or some manner of subsidization, given present conditions of our economy, it is urged that there are a multitude of factors which make this population group deserving of consideration in embarking on an experimental program of housing for the poor.

SUITABLE EXPERIMENTAL GROUP

In the first place, the former residents of Africville are a readily identifiable group of individuals and families about which a wealth of demographic and socio-economic data is either readily available or easily obtainable in the form of City of Halifax records, as well as a comprehensive study of the Africville Relocation Program presently in the final stages of completion by a research team associated with the Dalhousie University Institute of Public Affairs, entitled "A Sociological Investigation of Planned Social Change."²

Further, the Africville relocatees are members of a minority group which places, in addition to the already burdensome socio-economic barriers to meeting their housing needs, added difficulties in competing for housing in an already scarce market, in the form of discrimination and de facto segregation. This situation typifies that of vast numbers of the nation's poor, as minority status is a factor in the housing problems of low income families.

2. This study is being carried out by the team of Dr. Don Clairmont and Professor Dennis W. Magill, and is financed jointly by the Department of Public Welfare, Province of Nova Scotia, and the Federal Department of National Health and Welfare.

It is increasingly recognized that the so-called bulldozer approach to urban renewal is "giving way to a more careful concern to preserve and strengthen the social fabric of urban renewal areas"³ This means, in effect, that the relocated residents of Africville are victims of an urban renewal scheme already acknowledged to be unsuccessful, and outmoded in its approach. The phenomenon of contributing to the further "overcrowding, increased rentals and the speeding up of the blighting process in other areas" resulting from the demolition of low-income housing in a renewal area is clearly perceived in 1970, but was not so apparent to the people of Africville, nor to City officials in all fairness, when the promise of improved housing conditions was held out as a major aspect of relocation. The Africville relocatees have been further frustrated in their attempts to find adequate suitable accommodations by the fact that no measures aimed at increasing incomes were written into the relocation scheme - for many relocation had the opposite effect as a major income source in the form of the City dump was cut off - making it virtually impossible to compete for decent housing at the soaring rentals commanded.

Nevertheless, one of the strengths offered by the proposal to be made here is the fact that the Social Planning Office of the City of Halifax has recently committed itself to, and begun to implement, a comprehensive rehabilitative program including educational, employment, social, as well as housing, measures. A major goal here is maximization of the earning potential of those relocatees who have expressed a desire to upgrade themselves which should, in turn, make the goal of safe and decent housing more realistic and attainable.

3. Marvin Lipman, "Social Effects of the Housing Environment", Background paper prepared for the Canadian Conference on Housing, Oct.1968, p.11.

With the gradual implementation of measures outlined in the accompanying Africville Follow-up Proposal, a working relationship between the Africville relocatees and the City of Halifax has been established. Particular reference is made to the Seaview Credit Union, incorporated under the Nova Scotia Credit Union Act in April 1969 through the co-operative efforts of former Africville residents and Social Planning staff. Under its Board of Directors elected from the membership, comprised of relocated Africville residents, with representation from the City of Halifax and the Nova Scotia Credit Union League, the Seaview Credit Union is nearing the end of its first year's operation. The initial funds to establish the Credit Union were advanced in the form of loans of \$20,000 and \$50,000, ultimately repayable to the City of Halifax and the Province of Nova Scotia respectively. A total of 84 Africville relocatees have subsequently purchased shares totalling \$359.00.

Within its narrowly-defined boundaries the Credit Union appears to have benefited its members to a considerable extent, particularly in the area of debt consolidation. However, the single most persistent and recurrent problem which lies outside the scope of the Credit Union's present operation is that of housing, whether this be the unavailability of adequate rental accommodations, the unsuitability of public housing for particular families, or the inability to keep up with monthly mortgage payments.

Recognizing a direct relationship (without attempting to assign it a quantitative value) between inadequate housing and the prevalence of social problems in a general sense, it is suggested that this relationship takes on even greater proportions in the lives of a people successfully mobilized to relocate by the very promise of decent and healthy housing.

4. See Appendix C for the Annual Monthly Statement of the S.C.U.L.

The goal of achieving adequate housing for a specific number of low income families is scarcely unique, and its merit is not even subject to question. However, the opportunity of driving towards the realization of this goal in a manner consistent with the philosophy so ably articulated by Marvin Lipman, that -

The experience of having a part in shaping the future of one's community can significantly effect the outlook of people accustomed for the most part to feelings of powerlessness in the face of events.⁵

does not present itself readily. It is this essential fact that prompts the relocated residents of Africville to propose than an already-established organizational base exists in the form of the Seaview Credit Union, from which to involve this group in a meaningful experiment aimed at the solution of the housing problems which beset them.

STATEMENT OF PRINCIPLES

This proposal is guided by at least basic principles, namely -

1. That no single blanket solution can be applied to meet the housing needs of any population group, any more than a single-barrelled governmental policy can solve the housing problems of the nation. Rather, the Africville relocatees are a heterogeneous population group in respect to family compositions, and economic circumstances - a fact to be taken into account in devising any realistic housing scheme for persons living in an urban renewal area.

2. That, a sound proposal for the provision of housing for low income families must, therefore, offer a diversity of options for tenure, ranging from condominium ownership to tenancy

5. Lipman, op.cit., p. 26.

with option to purchase, but all designed with a view to incentives for responsibility and independence. In this regard, it is suggested that the dissatisfactions associated with conventional public housing work an added hardship on the Africville relocatees due to certain deeprooted socio-cultural factors. Based on a long tradition of home ownership, there is high value attached to independence and privacy. Reinforcing this disposition is the continued prevalence of the extended family household composition, which is regarded as generally unacceptable or at least unsuitable for public housing occupancy. In addition, the fact that Africville residents were generally unaccustomed to paying rent in any amount, coupled with less stable employment patterns prior to relocation, makes them more vulnerable to the psychological disincentive imposed by the rent-to-income formula than the general tenant population, with the result that public housing occupancy could in some circumstances have the effect of working at cross-purposes with rehabilitative efforts being made to increase earning potentials.

3. That programs designed to meet the housing needs of the poor should aim to upgrade the existing housing stock through provisions for acquisition of older dwellings, their rehabilitation, and maintenance, as well as to add new units to the supply of housing available to lower-income families.

PROJECT PROPOSAL

It is proposed that the Seaview Credit Union or a sub-organization thereof be empowered to serve as a sponsoring body for the purpose of operating a non-profit housing development cooperation designed to meet the needs of its membership, that is, the former residents of Africville.

In accordance with the provisions of Section 16 of the National Housing Act, this body would allocate 5% of a suggested \$250,000 sum to be used in a scheme involving both new construction and the purchase and improvement of existing buildings for these families, whose incomes are inadequate to meet current rentals on the open market. It is further proposed that some portion of this share be sought from the City of Halifax in the form of serviced-land to be used in the program.

The assistance being sought from the Federal government, therefore, is a grant in the amount of 95% the proposed sum to establish the type of housing co-operative, with a revolving mortgage fund, being sponsored in a like manner in many other countries.

In the event that the Federal government is unable to offer assistance in the form of an outright grant, it is proposed that an interest-free loan be advanced, to be gradually written off at a rate consistent with the amount of the annual subsidy being provided to public housing units serving the same number of families as may be accommodated under the proposed scheme.

The present cost of one unit of public housing is approximately \$20,000 and the average annual subsidization of that unit in this region is \$83. A loan, in the amount suggested, to be used in a program designed to stimulate an increase in the effective housing stock by means of upgrading of existing dwellings as well as construction of new buildings, with the added advantages of individual or co-operative ownership, would appear to merit an

annual write-off of \$16,000 - an amount approximating the yearly subsidization of 16 units of public housing.

The administrative structure being suggested for this operation would include a Board of Directors, consisting of Africville relocatees and representatives from the City Social Planning and Real Estate Divisions as well as Central Mortgage and Housing Corporation, with an Advisory Board being established to draw upon the expertise of knowledgeable and concerned citizens from financial, and legal factors, construction and development, and related fields.

It is further requested, that consideration be given to the granting of funds to cover costs for providing instruction to some of the Africville relocatees to assist them in developing skills essential to organizing and managing such a self-help project. It is recognized that the expertise of consultants is an essential element to the success of such a large-scale undertaking, but the ultimate success is dependent upon the co-operative involvement of persons directly affected along with the professional input. Thus, it is envisioned that some of the Africville relocatees should, themselves, have the opportunity to gain some knowledge of real estate management and of the development business, so they may be involved in co-ordinating the efforts of the technical consultants.

Preliminary discussions have been conducted over the past six months between ManPower officials and Social Planning staff with respect to training programs involving some of the Africville relocatees and it is hoped that a program could be devised to the teaching of skills related to the rehabilitation and maintenance of existing dwellings which might be purchased under this housing scheme. Not only are such skills a requirement for the success of the project but they are readily transferable and are therefore of rehabilitative value in terms of increasing the employment potential of the participants.

CONCLUSION

In his recently published book, The Right to Housing, Michael Wheeler identifies one of the significant aspects of the Canadian Conference on Housing as being the recognition and support given to "the growing claim of residents for more direct participation in decisions affecting their housing environment." Consistent with the position articulated by M. Wheeler - that genuine participation is a prerequisite of a vital democracy as well as the necessary means of avoiding the mistakes inevitable in planning for people rather than with them - we urge the Federal government's consideration and support for this self-help housing project.

APPENDIX

- A, Africville Follow-Up Proposal
- B. Supplemental By-Laws, Seaview Credit Union
- C. Annual Report or most recent monthly statement of Credit Union
- D. Magill-Clairmont Research Study

See attached article re. "TASK-FORCE MANAGEMENT APPROACH"

- Suggested model for Africville Follow-Up Program

(Cross-reference: Protestant Orphan's Home file -
Veith Street Settlement Proposal)

FROM

Alexa McDonough

DEPARTMENT

Social Planning

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H. D. Crowell

DATE

19 May 1970

SUBJECT

Salvaging Co-op.

c.c. Harry Carter

MESSAGE

- Further to our conversation re. the recent meeting with Dr. West on the matter of the proposed salvaging operation involving Africville relocatees, it is my understanding that you will take the opportunity to discuss a proposed meeting with the City Mgr. involving Social Planning (including Harry Carter), Health (Dr. West and Dr. Fogo, who has had the most contact with City Dump), Works (Copp and Cronn, in particular), and Rep. from Legal Dept. Should we draw up a preliminary proposal for the Salvaging Co-op. prior to this meeting and circulate it to the appropriate staff in order to provide a basis for discussion?

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FROM

Alexa McDonough

DEPARTMENT

Social Planning

Harvey Carter
Dott. St. Social Services

DATE

21 May 1970

SUBJECT

National Social Welfare
Council Public Meeting

MESSAGE

On Friday, May 29, at 7:45 p.m., representatives from a variety of indigenous social action and community resident groups concerned about such problems as welfare rights, inadequate housing, and poverty-related matters in general, are invited to meet in front of the Neighborhood Center from which transportation will be provided to a public meeting to be held in Dartmouth, sponsored by the National Council for Social Welfare.

This is a federal government advisory council whose role is to assist low income persons to organize and articulate their demands forcefully. Would you take the responsibility to inform the executive of the Africville Action Committee of this meeting, and advise them to contact Mrs. Jackie Berkeley at the Neighborhood Ctr. (429-7010) if they wish to be represented?

USE LOWER PORTION FOR REPLY

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DATE

SAVOY BUSINESS FORMS LTD.

Africville Follow-Up Program in Board of Health Minutes

December 9, 1970

AFRICVILLE FOLLOW-UP PROGRAM

A report was submitted from Staff relating to the above matter.

MOVED by His Worship the Mayor, seconded by Alderman Meagher that representatives of the Africville Action Committee be heard. Motion passed.

Mr. Arthur Dixon, representing the Africville Action Committee addressed the Board and stressed the need for certain matters to be discussed with respect to the Africville Programme and suggested that a committee be formed of City Staff and possibly members of Council to sit down with the Africville Action Committee. He felt that consideration should also be given to a re-evaluation of the Africville lands.

After some discussion, it was MOVED by Alderman Hogan, seconded by Alderman Meagher that His Worship the Mayor appoint a committee of City Staff and Council members to meet immediately with the Africville Action Committee to discuss the matters raised. Motion passed.

COMMITTEE OF FORMER AFRICVILLE RESIDENTS

Questionnaire Report

Sunday, January 26, 1969

A Response

If questionnaires have been distributed to all of the persons and families whom the committee members agreed to make contact, 81 responses could have been anticipated. To date, completed questionnaires have been received from 44 of this group. In other words 55% of those who should have received questionnaires have returned them.

This can be broken down by group into the following:

Home Owners	(17)	60% response 21 returned
Public Housing Tenants	(25)	84% response 21 returned
Rental Accomodations	(39)	33% response 13 returned
TOTAL	81	55% response 44 returned

17 HOME OWNERS - No Response: from 7

Clayton, Mr. and Mrs. William
Dixon, Mr. and Mrs. David (Elsie)
Flint, Mrs. Effie
Jones, Mr. and Mrs. Ralph
Marsman, Mr. and Mrs. Clement (Ivy)
Newman, Mr. and Mrs. Granville (Matilda)
Sparks, Mr. and Mrs. Albert (Muriel)

25 Public Housing Tenants - No Response: from 4

Byers, Mr. Eddie
Byers, Mrs. Sarah
Dixon, Mrs. Dora (father, Jas. Parris)
Peterson, Mr. Herman

34 Rental Accomodations - No Response: from 26

Boyd, Wesley
Crawford, Mrs. Viola
Cain, Mrs. Frances
Carvery, Arrom
Carvery, Edward, Sr.
Carvery, Miss Hattie
Carvery, Mrs. John (Dorothy)
Carvery, Miss Lucy
Carvery, Mr. Wm.
Cassidy, Cyril
Cassidy, Robert Jr.
• Cassidy, Mr. and Mrs. Robert Jr.
Desmond, Mr. and Mrs. Wm. (Pat Wesley)
Dixon, Miss Iona
Dunsworth, Mr. Fred
Elcock, Kenderick
Hill, Mr., and Mrs. Maurice
Howe, Mr. Russell (Rose Swami)
Jackson, Mrs June
Oulton, Miss Phyllis
Simms, Vincent
Thomas, Mrs. Ella (and family)
Thompson, Miss Evelyn
Welsh, W.
Whippy, James
Williams, Joseph

B Additional Names

The Committee's opinion is needed on whether the following five individuals or families should be added to list of relocatees.

Carvery, Clarence
Downey, Paul
Fowler, Wm. (Pauline Jackson)
Howe, Mr. and Mrs. Aubrey
Stewart, David

C Definition of Relocated Family

It needs to be clarified that relocated families include only those -

- (1) who moved from Africville after June 1964 and
- (2) who constituted a family unit head of household at that time, i.e. - families which have been formed since that time cannot be regarded as relocated families

D Action Taken to Date

In reviewing the questionnaires as they came in and through specific telephone inquiries, a variety of crisis situations have been brought to our attention over the past 6 - 8 weeks and attempts have been made to deal with as many as possible. Some of these were problems resulting directly from the relocation program whereas others related to problem situations which occurred quite apart from relocation. For example,

1. <u>Housing</u>	Mrs. Evelina Tolliver Mrs. Betty Black	- -	lost home no arrangements
2. <u>Furniture Accts.</u>	Ernest Flint Myrtle Carvery	- -	accepted settler overcharge
3. <u>Prov. S. Assistance</u>	Walter Nichols George Grant	- -	reinstated exceed income ma
4. <u>Home Makers Course</u>	Betty Black Loretta Black	- -	entry to public housin prevent eviction

5. ManPower Upgrading - three men with dependents referred for one year program on wage basis
6. Abattoir Dispute - special arrangements made to assist approx. 10 families affected, including 3 from Hfx. Co. - for one full week.

Action Proposals

- a) The task of adding up the debts accumulated by residents relocated from Africville is made difficult for 2 reasons - The lack of response to the questionnaires from almost half of the families, and the incompleteness of information submitted in those questionnaires returned. However, on the basis of those returned, it appears that -

Home Owners indebted	\$25,000
Public Housing Tenants	10,000
Rental Group	15,000

A great many problems arise in trying to arrive at some means to help families handle these debts, and these will have to be resolved, with the help of this committee before any formal proposal can be drawn up for consideration. Even then, we have no way of knowing what response there might be from Council or the Province. We are prepared to suggest, however, that arrangement be made for a loan fund to be established by the City - perhaps in the amount of \$50,000 initially - so that money at a low rate of interest can be made available to the relocated families who have indicated that they want some assistance from us by completing the questionnaires.

There would have to be a maximum set as the amount over which no one family could borrow, and there would undoubtedly have to be some stipulation that debts incurred for specific kinds of purchases only could be considered valid.

The primary purpose of such a loan fund would be to help pay off debts to finance companies and merchants who are charging unreasonable interest rates. Thus, the debt would then be to the loan fund, and monthly payments could be worked out at a reasonable rate, consistent with the family's income and ability to pay out of the monthly budget.

The major problems which would arise in the administering of such a fund would be 1) to ascertain that the loans were used for the approved purpose and 2) that families make their monthly premiums in the amount agreed upon to repay their loans from the fund.

Only in this way, could the fund continue to operate, making new funds available to be loaned out in turn.

At this point, it is absolutely impossible to know how such a proposal might be received by the various government levels, but what we must first do is work out some of the specifics, including the terms on which money might be loaned, and the degree of responsibility which this committee is willing to accept in order to make the scheme work. For example:

1. What kinds of debts are we to consider -

- furniture?
- car?
- clothing?
- medical?
- other?

2. How can controls be placed on the use to which the money is put?

3. What factors have to be considered in arriving at a realistic interest rate?

- rate of interest on bank loan?
- bad debts?
- service costs?

4. What steps can this committee take when families default on payments?
5. Efforts might be made to get finance companies to agree to accept a lump sum settlement on outstanding debts which would reduce the amount of the loan needed to settle the debt.
6. Maximum on amount borrowed?

3b) Housing Problems

Public Housing

This group from all indications seems to be the most satisfactorily housed.

Problems of House Keeping Standards

- threatened eviction
- referral to Neighbourhood Center Class

Rental Structures

- social workers' committee working on suggested changes
- Housing authority agreed to consider change in treatment of "special needs grants" from welfare department.
- also, Mr. Ward's success in having the Housing Authority agree to raising and lowering rent every quarter. To date, overtime for previous years has been reflected in high rents without review for 12 months.

Rental Accomodations Group

Unfortunately, Social Planning has no resources for apt - finding, but we are prepared to recommend to the Housing Authority that priority consideration be given to a certain group of families who are in unsatisfactory housing situations either because they have never been properly rehoused in permanent housing or, for one reason or another, problems have arisen in the housing arrangement. The help of this committee would be needed in drawing up this priority list.

Problems can be anticipated in getting the Housing Authority to accept some families into public housing because they fall below minimal acceptable housekeeping standards. However, an attempt could be made to enroll such persons in HomeMaker classes at the Neighbourhood Center.

Home Owners

Because of the incompleteness of the information submitted regarding amounts of mortgages, it is difficult to get a complete picture.

However, certain information is available. For Example, it is known that a total of 8 homeowners are making monthly mortgage payments averaging \$110.00 and the amount of the mortgages remaining is approximately \$70,500 for these 8 families.

Proposals

We may want to negotiate with individual mortgage companies to determine whether they would be agreeable to having the mortgage paid out. However, it is known that some mortgages contain a clause which prevents this. Some consideration might be given to taking over second mortgages or to taking over all mortgages held at a rate higher than the conventional mortgage rate - in instances where families are threatened with eviction.

Delores Hittledge
(please return to Social Planning
A.M.D.)

CODE NUMBERS FOR
AFRICVILLE RELOCATION STUDY

July, 1969

CONFIDENTIAL

TO: HIS WORSHIP THE MAYOR AND MEMBERS OF THE HEALTH AND WELFARE COMMITTEE

FROM:

DATE: November 1969

SUBJECT: Report on the Follow-Up Program of Africville Residents

On March 12th, 1969, Halifax City Council adopted a report submitted jointly by the Social Planning Office and the Committee of Former Africville Residents proposing a six point program for the Africville Relocation Follow-Up. These measures can be summarized as follows:

1. That the City of Halifax officially endorse the position at the social measures for which the City Council hereby grants support represents the City's recommitment to the housing, employment, education, and rehabilitation of the residents of Africville. The responsibility for which was assumed in the 1963 adoption of the Rose Report.

2. That the City of Halifax make available the sum of \$20,000 to be used together with the amount of \$50,000 which was advanced by the Province of Nova Scotia to establish a loan fund for families relocated from Africville, with the provision that this loan would be ultimately repayable to the governments concerned. That allowance be made for appointment of a Board of Directors to administer said fund and that the appropriate authority be sought to allow the aforementioned to act as a cooperative body in administering the loan fund program.

3. That the City Council grant approval to the establishment of a priority listing for the immediate consideration of the/Housing

Authority of families relocated from Africville who have not yet been satisfactorily and/or permanently rehoused by the City.

4. That social planning resources be allocated to hire staff required to conduct those programs deemed necessary for families relocated from Africville.

In line with recommendation Number 2, it is well known to this body that the Seaview Credit Union was incorporated under the Nova Scotia Credit Union Act in April of 1969 and has been in full operation under an elected Board of Directors since June 1st. During its first five months a total of 63 relocated Africville residents have taken out membership in the Credit Union and 45 members have received loans totaling \$30,504.50. While it is evident that the Credit Union has been of considerable benefit to a number of people, it does not solve the problem for those who cannot be granted a sizeable loan because of lack of adequate income, and in other instances the maximum loan has not been sufficient to consolidate the total indebtedness of the family. Similarly it has not relieved the circumstances of those home owners who have first and second mortgages on their homes, and in some instances a third mortgage.

With regard to recommendation #3, it can be reported that several families have been admitted to public housing since the priority listing was established with the Housing Authority. Four families remain to be housed who are on the priority list, and a commitment has been made by the Housing Authority that these will be accommodated as soon as the new public housing is completed at the Corner of Gottingen and Maitland. If this commitment is fulfilled, then the number of Africville families accommodated in public housing will total 33.

His Worship the Mayor and Members of the Health and Welfare Committee

Faint, mostly illegible text, likely a report or letter, possibly containing names and dates. The text is mirrored across the page, suggesting bleed-through from the reverse side.

With regard to recommendation #4 re allocation of staff resources, a former Africville resident, Mr. Harry Carter, has joined the Special Project Unit of the Social Planning Department in June, 1969. His hiring was endorsed by the Seaview Credit Union Board of Directors and since that time he has been serving in the dual capacity of Manager of the Credit Union and as Case Aide involved in other rehabilitation aspects of the Africville Follow-Up Program. A portion of the Special Projects Supervisor's time has also been allocated to the Africville Follow-Up Program, but as of November 1st, 1969 this position is vacant.

Recognizing the need~~is~~ for a more intensive and concentrated effort on the social measures pertaining to housing, employment education and rehabilitation of former Africville residents as defined in recommendation #1, it is the intention of the Social Planning Department to endeavor in the immediate future to commission additional staff resources to the program in the form of a professional social worker assigned, if not full time, at least primarily, to the Follow-Up Program.

Progress with respect to the housing, employment, education, and rehabilitation of former Africville residents is not easily assessed for two reasons. In the first instance, these are highly complex and difficult areas in which to effect change and such changes are not readily measured. However, in order that we might more accurately assess the employment problem and the need for retraining, a survey of relocated Africville residents potentially in the working force has recently been completed with the assistance of the research team engaged by Dalhousie Institute of Public Affairs with the following findings:

Of the 89 responses from relocated residents of employable age, 22 indicated that they had employment problems of a sufficient severity to interest them in some form of training or upgrading. It is hoped to use the specific information compiled from the survey in the development of projects in conjunction with the Department of Manpower that will be of benefit to the people concerned.

During this first phase of the Africville Follow-Up Program there appears to be general agreement among those concerned.

1. Is the matter of adequate housing for those who have never been satisfactorily housed.

2. Is the debt position that many families have incurred as a result of an increase in expenditures that occurred as a result of their being relocated. These expenditures tend to be related to the fact that many families were not paying rent or the cost of utilities before they were moved, as well as other incidental expenditures that are associated with living in a more urban environment. While expenditures for many families increased as a result of their move, their capacity to earn did not increase by the same proportion. As a result, many families have incurred debts that they find difficult to meet.

With respect to the problem of adequate housing, it is recognized that a number of families whose earning capacity is severely restricted by reason of age, disability, or lack of a breadwinner are best accommodated in public housing and it has already been noted that all applicants for public housing have been, or will have been, suitably accommodated by the Housing Authority within a matter of weeks. However, among the present

occupants of public housing, there are at least four or five families who feel trapped by the rent-to-income formula which results in continual rental escalation with each increase in earnings and who express a very strong desire to have the opportunity to invest in a more satisfactory and independent mode of housing accommodation. There are, in addition, a number of occupants of City owned housing, which is at best only temporary, who are also dissatisfied with their present accommodations and would like to be able to take advantage of similar opportunities.

Among the group of approximately 22 families who are renting from private landlords there are an additional six to eight families who express a desire, and are financially situated in such a way that it appears feasible, that they too might participate in a housing scheme especially designed to their needs and offering the possibility of eventual home ownership.

The problem of paying on several mortgages by those who own their own home has been previously expressed.

Recognizing that conditions of the housing market are such that no relief is likely to be forthcoming for any in this group of approximately 15 families in the foreseeable future, it is recommended that immediate measures be undertaken to support demonstration housing with a non-profit housing scheme designed to meet the requirements of the aforementioned families.

It is proposed that a non-profit corporation be formed for this purpose in an effort to fulfill the City's commitment in the area of housing. Every effort should be made to explore the availability of public and private funds. A portion of the City's contribution to this undertaking, might be in the form of granting available serviced land (such as the Prison Lands which are presently being considered for development), expertise (such

as the Legal and Development Departments).

It is estimated that approximately \$250,000 would be required either in the form of land or money to carry out the proposed demonstration housing scheme. The money, through the non-profit housing corporation, would be used to grant mortgages for the ~~the~~ purchase of existing dwellings; for the building of new housing units; and for taking over mortgages to assist home owners.

It is recommended that an effort be made to reduce construction costs for such an undertaking by drawing in advisors from the business community; exploring the use of Manpower training resources, which hopefully would involve as many former Africville residents as possible in traineeship related to building construction and related trades.

It is recognized that the selection of participants in the first phase of such a housing scheme is inevitably a most difficult matter. The criteria for selection should be established by an advisory board consisting of former Africville residents, representatives from the City, and such volunteer experts from the community whom the Africville relocatees designate as having their confidence and interest in this undertaking. If this scheme can be viewed as a pilot project, with the goal being to demonstrate the feasibility of further such programs, it should be possible to gain the co-operation and support of a wide range of persons, those personally effected and those interested in practical solutions to our current housing crisis.

On Thursday, October 2, 1969, an action committee of Africville relocatees petitioned the Mayor of the City of Halifax to arrange a meeting

of responsible officials to discuss the following points:

(a) The Africville Trust Fund

(b) The Assessment of the value of the Africville property.

During the course of the meeting it was decided by the group that it was not appropriate to discuss the Africville Trust Fund with representatives of the City.

An Assessment of the value of the Africville property was requested under the terms of a staff report that was submitted "at the time of winding up its affairs, the Sub Committed on Africville recommended that if after complete expropriation of the Africville area there is any increase in the value of land by resale or a portion of same as defined by the City Council, the City of Halifax, that such an amount should be allocated to the Trust Fund which has been established by the settlement of Seaview Baptist Church for the education of the descendents of the area whose homes are expropriated and such fund to expire December 31, 1967"

The Finance and Executive Committee on October 5, 1967 agreed to defer consideration of the matter pending receipt of a staff report showing (a) the total cost to the City of the land and buildings at Africville, (b) Other costs associated with the relocation of Africville families and (c) the value of the land as determined by an independent appraisor, or appraisors.

It appeared to be the hope of the Africville action committee in asking for reappraisal of the land that if such a reappraisal indicated that the value of the land had increased that the amount of the increase to reduce outstanding debts that had been incurred by individual famil

Complete one form for each candidate selected

NAME

ADDRESS TEL. NO.

AGE NO. of Dependents

No. of Years out of school

UNEMPLOYMENT: Chronic (Longterm) _____ Sporadic (short term) _____

No. of Months employed during past six months

Note any physical or emotional considerations

.....
.....
.....
.....
.....

Grade completed

Skills (List any known)

.....
.....
.....
.....
.....

Degree of Motivation: High _____ Moderate _____ Limited _____

Additional Comments:

.....
.....
.....
.....
.....
.....

Ref: Africville Follow-Up

ATTENTION: COPY TO MR. H. D. CROWELL, SOCIAL PLANNER

(i.e. - Africville relocates in city-owned housing requiring permanent housing accommodations)

October 16, 1969

Mr. Donald Fry
Assistant Manager
The Halifax Housing Authority
Warspite Terrace
Mulgrave Park
Halifax, N. S.

Re: Rehousing Program -
Uniacke Square Redevelopment Area

Dear Mr. Fry:

We have listed on the attached sheets the names and addresses of potential candidates for rehousing who are presently living in City-owned properties and who appear to fit the family structure required for bachelor, one bedroom and two bedroom accommodation.

I feel sure that not all of the names shown have applied to the Housing Authority, and I wish to request that you advise us of the names for whom you have not yet received applications.

As mentioned at our last meeting, it would be of assistance to us to discuss the potential applicants at our meeting on Friday, October 17, 1969.

Yours truly,



J. C. Sullivan
Tenant Relations Officer
Real Estate Division

JCS:dmc
cc Mr. H. D. Crowell ✓
Mr. S. J. Langmaid
Enclosures

(c) Present Conditions of Former Africville Residents

Debt Status

Dec. '68 survey

Responses rec'd. (52 families) approx. \$50,000

Welfare Dependency

Presently being documented by Soc. Assistance staff & Magill-Claremont Research Team

Employment Situation

Survey in final stages of completion by Magill-Claremont Team in co-op. & Special Projects

Furniture Policy

Evolution traced in attached memos - no set or blanket policy, but rather a discretionary or "as needed basis"

Housing Conditions

Rental subsidization on relocation: see attached memos

Housing Conditions

No. in Public Housing

Oct. '68 22

Oct. '69 29

Yet to be accommodated: 34

Known to be dissatisfied: 5

No. in City-owned Housing

Oct. '68 8

Oct. '69 12

Yet to be accommodated: 3

Known to be unsatisfactory/
dissatisfied: 3

No. of Home Owners

Upon relocation 20

In Oct. '69 16

Homes lost: by resale 2
foreclosure 2

~~Requiring immed. alternative 1~~

No. in Rental Accommodations (Private)

Approx. 22

Known dissatisfaction 8-10

(b) Assessment of Value of Africville Property

Total cost to City of land & bldgs. acquisition	\$ 475,362
Other costs ass'd. = relocation	117,587
(to Oct. '69)	<u>592,949</u>
TOTAL	

Approx. no. of acres acquired 12.8

D. C. Slayter, Administrative Assistant
City Manager's Office
Alexa McDonough, Special Projects Supervisor

December 17, 1970

Africville Relocation Costs

Further to your memo of December 11, 1970, concerning the above mentioned matter, D.E. Large, Chief Accountant, has indicated that the updated total cost to the City of Halifax for the Africville Relocation is six hundred ten thousand eighty-six dollars (\$610,086). This figure includes all costs associated with relocation, such as property acquisitions, legal fees, moving costs, furniture purchases, and staff time in carrying out the relocation program.

Not included in this figure are the costs of the FollowUp Program which have, to date, consisted of a \$70,000 interest-free loan to establish the Seaview Credit Union "ultimately repayable" to the two levels of government (of which \$50,000 is in the form of an advance from the Provincial Department of Public Welfare), and an annual salary of \$4,500, commencing June 1, 1969 for a Case Aide assigned to the Africville FollowUp Program, and whose responsibilities include serving as Manager of the Credit Union. This salary is shareable under the Canada Assistance Plan and, therefore, the direct cost to the City of Halifax is approximately \$1,125.00 annually or one quarter of the stated salary.

We shall be glad to furnish any additional information requested in this regard if we are able.

Alexa McDonough,
Special Projects
Supervisor.

AMcD:bmb

*(4) A. O'Brien
Council Member
to
Mayor
Mackeen
Grant
H.D. Crowell
Alexa McDonough*

NOTICE OF MEETING

WITH AFRICVILLE ACTION COMMITTEE

WEDNESDAY, JANUARY 13 - 8:00 p.m.

On December 17, 1970, Halifax City Council directed Mayor Allan O'Brien to appoint a committee of City staff and Council members to meet with the Africville Action Committee to discuss matters pertaining to the Africville FollowUp Program discussed Committee of the Whole December 9, 1970.

Accordingly, the following persons are being requested to sit on this committee which will convene Wednesday, January 13 at 8:00 p.m. at the North Branch of the Halifax City Regional Library (Maitland Street entrance):

Mayor Allan O'Brien
Alderman David MacKeen

R.B. Grant, Director of Development
H.D. Crowell, Social Planner
Alexa McDonough, Special Projects
Supervisor

The Africville Action Committee is being invited to nominate representatives to meet with this Committee.

If unable to attend this meeting, kindly notify the Mayor's office (425-6000, ext. 269) in time for consideration to be given to rescheduling the meeting.

H.D. Crowell,
for
Mayor Allan O'Brien.

/bmb

Copies to: A. Dixon (4)
Canada Manpower

Mayor
McKeer
Grant

McDonough
Williams

City Mgr. - WEDNESDAY, JANUARY 13

NOTICE OF MEETING

WITH AFRICVILLE ACTION COMMITTEE

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Mayor Allan O'Brien
Alderman David Macken

R.B. Grant, Director of Development
W.D. Crowell, Social Planner
Alexa McDonough, Special Projects Supervisor

The Africville Action Committee is being invited to nominate representatives to meet with this Committee.

If unable to attend this meeting, kindly notify the Mayor's office (425-8000, ext. 289) in time for consideration to be given to rescheduling the meeting.

H.D. Crowell,
for
Mayor Allan O'Brien.

dmdb

Re: Petition of Africville Action Committee
Presented to Mayor Oct. 2, 1969

I. Question of Representativeness of Petitioners:

1. No. - 6
2. Status - chiefly homeowners
steadily employed

II. Response to Information Sought

(a) Re: Africville Trust Fund

See attached staff reports.



THE INSTITUTE OF PUBLIC AFFAIRS
DALHOUSIE UNIVERSITY, HALIFAX CANADA

December 18, 1969

Mrs. Alexa McDonough
Social Work Supervisor
Social Planning Department
City Hall
Halifax, N. S.

Dear Mrs. McDonough:

Enclosed is a typed transcript of the interview you completed with Mr. Magill, Research Co-Director, Africville Relocation Study.

Mr. Magill asked me to express his thanks to you for your assistance. In February, 1970, the report should be available from the Institute of Public Affairs.

Yours sincerely,

(Mrs.) A. Martin
Secretary
Africville Research Project

Enclosure

*Africville
Follow-Up
Program*

April 16, 1970

Mr. Lloyd Farrell, Chairman
Africville Action Committee
3706 Lynch Street
Halifax, Nova Scotia

Dear Mr. Farrell:

Enclosed you will find two copies of the housing proposal which you have discussed with Mr. Crowell in Directors meetings of the Seaview Credit Union.

The proposal has been submitted to the office of the Federal Minister Responsible for Housing and to the Atlantic Regional Supervisor of Central Mortgage & Housing Corporation. We have indicated to both departments that members of the Africville Action Committee and Social Planning staff are willing and anxious to discuss details of the proposal at their request and we therefore await further word from them on this matter.

Yours sincerely,

(Mrs.) Alexa McDonough
Special Projects Supervisor

AMCD/jav

Re:
Africville
Follow up.

May 6, 1970

Mrs. Angela Martin, Secretary
Africville Relocation Study
The Institute of Public Affairs
Dalhousie University
Halifax, Nova Scotia

RE: Inquiries from Africville relocation files.

Dear Mrs. Martin:

I regret the delay in responding to your inquiries of March 30, 1970. I have just rejoined the Social Planning staff this month and have been trying to deal with a backlog of demands as speedily as possible!

Not all of the information requested is available, but research of the relocation files reveals the following -

1. Re: David Stewart:

The records indicate that Mr. Stewart received a cheque in November 1967 for the amount of \$7,500.00, but there is no record of any additional payment.

2. Re: Ella Thomas:

This individual received a settlement of \$1,500.00 for her interest in Property No. 128 in Africville. The total purchase price of that property was \$3,500.00, one thousand of which was paid to Mrs. Louise Izzard and one thousand to Miss Irene Thomas.

3. Re: [REDACTED]:

[REDACTED], received a settlement of one thousand dollars (\$1,000.00). Although it would appear that [REDACTED] should have had a claim to her dower interest, the records do not indicate any payment to her. Any settlement she received would have been given her by [REDACTED] out of his settlement - that this took place is, however, somewhat unlikely.

4. City's estimate of amount spent on relocation as of April 1970. \$607,487.86

5. Re: Settlements with Nolan and Reginald Carvery:
This respective files of the above named would not indicate that a joint settlement was made. Rather,

Reg Carvery for Property No. 20

approved by Council:

June 30/65	\$ 1,000.00	paid to the Carverys
	176.20	paid on outstanding tax account
July 18/67	420.00	for loss of rental revenue between
		November /65 - July /67
TOTAL	<u>\$ 1,596.20</u>	

Nolan Carvery for Property No. 59 and 60

approved by Council:

December 1/66	\$ 5,000.00	paid to Carverys
	500.00	furniture allowance
	74.40	outstanding hospital account
	26.10	outstanding tax account
	<u>\$ 5,600.50</u>	

6. Re: Welfare Payments:

The percentage breakdown between City, Province and Federal government on Social Assistance expenditures is 25%/25%/50% respectively. Initially, the welfare expenditures for Africville residents were placed on the standart claim which the City submits to the Province for sharing according to the foregoing formula. Although sharing was obtained for the major portion of these expenditures, I am told that the City had to bear the full cost in cases where families received large cash settlements from the City and could not be regarded for social assistance purposes as being in financial "need"

7. Re: Hospital Bills

The bills were actual amounts based on the City Collectors records of bills which patients had failed to pay and the City had therefore been held accountable. Since payment for these bills had already been made by the City to the V.G. Hospital the cheque from the Africville capital account was made payable to the City itself.

8. Re: Tax Bills

As in the case of hospital bills, unpaid taxes would have been assumed by the Collectors Department. Therefore, upon receipt of payment from the Africville account, the city collector's office was able to indicate the debts involved as having been paid.

(3)

I hope that this information will serve your purposes.
Do not hesitate to contact me if I may be of further assistance.

Yours sincerely,

(Mrs.) Alexa McDonough
Special Projects Supervisor

AMcD/jr

August 14, 1970

Mrs. Alexa McDonough
Social Planning Office
Halifax City Hall
Halifax, Nova Scotia
Canada

Dear Alexa:

For the Africville Relocation Report, I am presently completing the revisions for the chapter, "The Relocation Decision: 1962-1964." However, I do not have the Minutes of the Council Meeting which approved the Rose Report. If it is not too much trouble, could you send me a xeroxed copy of the Council Minutes--January 16, 1964, pp. 39-44. I am specifically interested in pages 42 and 43, which should contain the wording of the resolution passed by Council.

Starting in September, I have accepted a position as Assistant Professor, Department of Sociology, University of Toronto. I expect to be in Halifax in ~~early~~ October and hope we will be able to arrange to have lunch. I will be interested in your opinions of the Africville Report.

Yours sincerely,



Dennis W. Magill

DWM:NJE

6344 Southwood, Apt. 3-N
Saint Louis, Missouri 63105
U.S.A.

P.S. I will be in St. Louis until the end of the month, and as I am trying to finish the report I would appreciate it if the xeroxed copy of the Council Minutes could be mailed within the near future.

Response Aug. 24/70 Minutes + Resolution forwarded.

Africville Follow-up

Mr. Dennis W. Magill,
6344 Southwood,
Apartment 3-N,
Saint Louis, Missouri 63105.

August 25, 1970.

Dear Dennis:

The attached copy of January 16, 1964 Council Minutes is forwarded for your use in preparing the Africville Relocation Report.

We are eagerly awaiting publication of the relocation study as are many Africville relocatees who are hopeful that it may enhance their present position vis-a-vis the City.

The Seaview Credit Union has not been without its share of problems during the past year, but it is been a valuable learning experience for both Social Planning and many of the former Africville residents.

Looking forward to further discussions concerning the Africville Study, I am

Yours sincerely,

(Mrs) Alexa McDonough,
Special Projects
Supervisor.

AMcD:bmb

Encl.

Mr. Calder Hart,
Regional Office,
Central Mortgage &
Housing Corporation,
Scotia Square,
Halifax, Nova Scotia.

November 12, 1970.

Dear Mr. Hart:

Enclosed are copies of the three reports pertaining to the Africville Relocation and the one pertaining to the Followup Program which we discussed in a phone conversation on 11-3-70.

The Africville Relocation Study being conducted by the Institute of Public Affairs at Dalhousie is likely to be the most comprehensive and objective assessment of the relocation program. Professor Don Clairmont of Dalhousie, co-author of the study, informs me that the first six chapters of the study are complete and if you want to contact him directly (424-3483), he will try to arrange for a preliminary draft to be made available to you on a confidential basis.

Feel free to contact me again if I can be of any further assistance in this regard.

Yours sincerely,

Alexa McDonough,
Special Projects
Supervisor.

AMcD:bmb
Enc. 3

Research Proposal

URBAN RELOCATION OF AFRICVILLE RESIDENTS

A Sociological Investigation of Planned Social Change

Donald Clairmont and Dennis W. Magill

Confidential: This research proposal may not be quoted without written permission

This research proposal was written in October 1967 at the request of the Institute of Public Affairs, Dalhousie University, Halifax, Nova Scotia. In 1968 the study was approved and financed by the Nova Scotia Department of Public Welfare and the Federal Department of National Health and Welfare (Ottawa). The Institute of Public Affairs assumed responsibility of the administration of the study.

ABSTRACT

Africville was a Negro quasi-community within the boundaries of the City of Halifax, Nova Scotia. It was a "shack town" of approximately 400 people and 80 families, many of whom are descendants of settlers who moved there over a century ago (see pages 20-22 of the proposal). By October 1967 (the time of writing of this proposal), the planned relocation of the residents of Africville will be largely completed. This research is a comprehensive evaluation of the relocation. The proposal reviews relocation "theories," approaches, issues and findings. The theoretical concerns and research design of the study also are presented.

	<u>CONTENTS</u>	<u>PAGE</u>
A)	<u>THE PROBLEM: NATURE OF RELOCATION</u>	1
	1) Housing	3
	2) Social-psychological	3
	3) Political Administrative	3
B)	<u>THEORIES AND APPROACHES</u>	5
	1) The Decision-Making Approach	6
	2) The Cost-Accounting Approach	7
	3) Race or Class Struggle Approach	8
	4) The Action Research Approach	8
	5) The Drama Approach	9
C)	<u>ISSUES AND FINDINGS</u>	10
	1) Housing	11
	2) Contextual Factors	12
	3) The Broader Question	16
	4) The Political-Administrative Vector	17
D)	<u>AFRICVILLE</u>	20
E)	<u>SPECIFIC THEORETICAL CONCERNS</u>	22
F)	<u>SPECIFIC RESEARCH PROCEDURES</u>	25
	<u>BIBLIOGRAPHY</u>	28

The phenomenon of relocation has at its core the changing of residence. The changing of residence or geographical mobility appears to be part and parcel of economic and social development, although, of course, it occurs also outside this context. Rossi (1) has pointed out the great mobility of urban America, noting that about $\frac{3}{4}$ of U.S. urban citizens were living in 1950 in places in which they did not reside in 1940. Elsewhere (2) it has been pointed out that approximately 12 million American families move each year. Comparable data from Canada and other highly industrialized societies also support our initial presumption (3). Much of this mobility does not involve long distance movements, a fact which indicates that the mobility is not due to the vagaries of the labor market. Moreover, it has been shown that neither divorce nor mortality when added to new household formation can account for more than a small part of the American mobility rate (4). Changing residences, then, appears to be part of normal living patterns for many if not most people in our society. Relocation must be seen in the context of this general mobility but at the same time its distinctive features must be noted. Perhaps the most important differentiating aspect of relocation, as the term is used here, is that it is part of planned social change carried out under the auspices of public agencies. As such the initiation of the change-of-residence is a function of political processes and, from the point-of-view of the relocatees, the move might be considered involuntary. It is the political not the involuntary feature of relocation that must be highlighted since the latter clearly represents a continuum that is applicable in all changes of residence.

Relocation may pertain to businesses, private residences or social organizations and its scope might range from involving a single individual to changing whole neighbourhoods or even entire communities. Then, too, relocation may be an adjunct of a variety of governmental programs, varying considerably

in terms of policies and aims. For example, consider the urban renewal and public housing programs of displacement and relocation with those of departments of highways, roads and communications (5). In this proposal and in the actual research, we will be concerned with relocation as it pertains to private residences, involves neighbourhoods or communities and is a function of comprehensive programs of social change.

While relocation accounts for only a small proportion of the mobility noted in Canada and the United States, its significance is great both because of its distinctive nature and because of its acceleration in recent years. Urban renewal in the United States sprung from the Housing Act of 1949; between 1949 and 1961, 112,721 families and 36,616 individuals had been required to move (6). It has been estimated that the federal government will have forcibly displaced four million American citizens by 1972 (7)* Urban renewal and public housing projects have become part of ordinary city administration in both Canada and the United States. Relocation on a larger scale has also become prevalent in Canada since World War II. The most striking programs have been in the Arctic and in Newfoundland but tentative projects of comparable magnitude have been scheduled in New Brunswick and Nova Scotia (8). Under these latter programs, relocation has entailed long distance movements and more radical re-structuring of life-styles. Planned social change under governmental auspices is not only here to stay but every indication points to its becoming more widespread and more profound in its consequences.

Three aspects of relocation must be evaluated and studied, in general, as well as in the particular relocation instance (Africville) which will be the focal point of our research. These three aspects are the housing, the

* Not all of these can be attributed to urban renewal.

social-psychological and the political-administrative.

1. Housing:

Housing is the observable beginning and end-point of the relocation process. Much relocation, especially in urban areas, is presumably initiated as a response to the "inadequate" housing found in slums and "blighted" areas. A theory of housing often provides the nourishment upon which programs of social change depend. Questions concerning public and private housing, standard and substandard housing, rental and home ownership and so forth, often provide the basis for evaluation of a program's success as well as the fuel for the polemics which typically accompany the governmental initiative.

2. Social-psychological:

Social-psychological aspects of relocation are much more complicated yet more fundamental than housing per se, since relocation (as we conceive of it here) is generally meant to have a therapeutic role with respect to social and psychological problems. While there are variations in the extent of the therapy presumed, relocation is usually meant to have implications for a gestalt of social problems focusing about poverty and including segregation, poor housing, educational and occupational opportunities, values and attitudes towards life in general.

3. Political Administrative:

Simply because relocation does involve planned social change carried out by public agencies, its political-administrative aspects take top-billing, especially in the U.S. where urban renewal has been more ~~extensive~~ than in Canada and where there has been

more political organization at the grass-root level (8).^{**}

Relocation involves political processes whereby decisions are made, legal rights are specified and styles of life are changed. It is inevitably bound up with the exercise of power and the conflict of interests, although, again, we must note that there are variations in the extent of political consciousness aroused. Finally, political processes mesh with administrative processes and practices -- the way relocation is actually carried through -- and although the mesh is not so fine that the two are inseparable, they might best be viewed as components of a vector relative to a matrix of ~~relocation~~ possibilities.

These, then, are the three aspects of relocation establishing the contour of the "relocation phenomenon" for our investigation. Each aspect might be examined on its own merit; for example, one might investigate whether relocation has generally resulted in housing improvements (9) or whether relocatees on the whole have undergone a change in attitudes towards life (10) or one might concern oneself with the natural history of a relocation, attempting to shed light on political-administrative features. Yet all three aspects are interconnected and might even be considered as constituting a hierarchy. A theory of housing appears to underlie the therapy of relocation, at least to some extent; housing improvement draws its vitality from its presumed implication for social problems. Even assuming that relocation is directed at better housing and has therapeutic intent, the definition of a social problem and the techniques suggested for its remedy are largely political-administrative considerations. Thus a comprehensive treatment of

^{**} This is owing partly to the racial problem in the United States. It might also be noted that in the U.S., urban renewal is a program that moves directly from an agency of the federal government to the municipality.

relocation, especially of the type of relocation now prevalent in our society, will have to be many-sided.

B. Theories and Approaches:

So far as we know there is no such thing as a theory of relocation; rather, relocation is a context wherein specific theories or hypotheses may be examined. In fact, though, the literature tends to be very descriptive and particularistic. Moreover, the literature tends to be primarily concentrated on urban renewal and related programs whereas a theory of relocation or research on relocation should have a wider frame of reference. Although it may appear far-fetched, the displacement and relocation of Indians during the period of American colonization may have certain parallels in the actions of some city administrations against slum-dwellers; several writers have referred to urban renewal as a race-class struggle (12). In any event relocation research is not confined to the boundaries of metropolitan areas. Although we are not going to do it here, it would be useful to review the literature more expansively. One of the goals of our research will be to do just that.

There have been several excellent case studies of relocation projects (13) and several good survey-type analyses and evaluations of urban renewal relocation projects (14); these latter studies have focused on use of available, accessible materials (secondary data analysis) in most instances and have, perforce, been restricted to the housing and political-administrative aspects of relocation. In his review of the literature, Back noted that the structure of research follows mainly the administrative actions, i.e., how things are done in the community (15). Back, himself, directed one of the few research efforts which concentrated on the social-psychological aspects but his approach and his methodology were inadequate for the task (see section on methodology below). As in other areas of social science research

few longitudinal studies of relocation have been undertaken. This fact has important implications especially for the social-psychological aspects or, stated otherwise, for the evaluation of relocation as therapy. Efforts have been made to overcome this problem by comparing groups and individuals located at very points in the process of relocation (16).

1. The Decision-making Approach:

Perhaps the most common approach followed in studies of relocation is the decision-making approach. This of course is readily related to our conception of relocation as planned social change carried out under governmental auspices. Here one focuses on how and what decisions are reached by all the parties to the relocation. In fact, however, most of this kind of research concentrates on decision-making at the higher levels -- at the governmental-community elite level (17). The reason for this "bias" is partially indicated in the following remarks of one advocate of this approach: "when a community activity like an urban renewal project is one that may interfere with the balance of power, with taxation rates or with sources of income - or that will require large sums of money, either public or private - its success will be related to the amount of backing given it by decision-making leaders and, to a lesser extent, to the extent of popular support for it"(18). Thus studies of relocation become studies of community power in the Dahl tradition (19) and since the relocatees do not often constitute a cohesive interest group, they receive less attention. Clearly this approach emphasizes the political-administrative aspects of relocation. Its advantage is that it makes us aware of the multiple aims of relocation and cautions us with respect to viewing housing improvements and social problems therapy as the "raison d'etre" of relocation. Its disadvantages include ignoring the social-psychological implications for the relocatees, paying slight heed to the decision-making of

the relocatees and conceiving power in such a Dahlian fashion that racial and class issues are underplayed. Finally, for a variety of practical research considerations, these studies are usually particularistic and thus the generalizability of research findings is problematic.

2. The Cost-accounting Approach:

Another approach often taken in studies of relocation is what we will refer to as the cost-accounting approach. Research in this tradition often is more evaluative rather than explanatory and focuses on the more readily obtained observables such as changes in housing quality, taxes, housing availability and prices (20). Typically, private and public initiatives in the area of housing are compared and, sometimes, therapeutic implications of relocation, as measured by rates of deviance and employment and so forth, are assessed. This approach has political-administrative implications although it directly examines only tangential aspects of the political-administrative processes such as the time taken to complete the relocation. It tends to take these processes as given, thereby giving credence to the manifest aims and policies of the relocations. Moreover, while not a necessary limitation, cost-accounting studies have paid little research attention to attitudes and values; this is a dangerous procedure in that the authors in their evaluation usually assume that the relocatees think and value as they do (21). The advantages of this approach is that it does evaluate relocation in a given political-administrative context, developing objective indicators of its housing and therapeutic aspect. Also, it lends itself to survey-type analysis and consequently has generalization power. There is no basic reason why this approach cannot handle push-pull factors from the relocatee's perspective and it would seem that such an analysis would be valuable not only in rendering a more comprehensive evaluation of the relocation but also in explaining

relocatees' adjustment and consequent changes in values and attitudes (see section on specific research goals below). While such an extension would make research more complicated and, giving practical research considerations, would raise questions of generalizability, several studies have indicated its value and have developed appropriate research techniques (22).

3. Race or Class Struggle Approach:

Other approaches to relocation may be sketched more briefly. Some writers have viewed much contemporary relocation as a race or class struggle(23). The rationale here is that many relocatees are low in socio-economic status and/or minority group members and that much relocation benefits the elite directly or indirectly by, for example, forestalling the spread of the relocatees. The argument is that relocations are projects of elite decision-makers and that these elites, like other individuals, act out of self-interest. The advantage of this approach is that it explores beneath the manifest level of aims and policies, and emphasizes the differences in social attributes between the relocatees and the backers-directors of relocation. This approach emphasizes the political-administrative aspects and explicitly conceives social problems (housing too) as political issues. Its disadvantages include a noticeable looseness in the handling of data, a too quick dismissal of the manifest level of the project and of the therapeutic implications of relocation, and a too simple categorization of self-interest and class (race) consciousness.

4. The Action Research Approach:

The above approach is often connected with what might be termed action research. Here an effort is made to expressly bring relocation into the political arena by attempting to organize slum-dwellers and relocatees into a cohesive interest group (24). Action research has much value in making the researcher aware of the social-psychological aspects of relocation, from the relocatees' perspective especially; as well, it lays bare more fully the

political-administrative conflicts and possibilities^{***} Generally most action research shares one very important premise: the effectiveness of relocation therapy is contingent upon the active participation of the relocatees. Without the action research it is argued, such active participation is minimal with the result that relocation may be most sensitive to the interests of the elite and have only a surface connection to basic housing and social problems. Action research can have much scientific value also when it considered from a sociology of intervention perspective (26). Here one manipulates or tinkers with a "real" (or "field") situation in order to see whether the effects are as predicted. Of course the situation is unlike that of a laboratory experiment and thus considerable caution must be exercised in analyzing and interpreting the data.

5. The Drama Approach:

Relocation can be seen as the process of social change in microcosm. Because it is often considered as discontinuous, as implying a practically irreversible extensive change as soon as a crucial point in the process has been reached, it has been compared with a drama. Back focused on the dramatic aspects of relocation, using the terminology of the drama, whereby the action was conceptualized in terms of scene, agent, act, agency and purpose (27). This rather interesting approach promised to shed some greater light on social-psychological factors and on the presumed "non-rational" and creative forces at work. While it does provide a healthy corrective to the more usual way

*** An especially interesting action research approach is found in some Model City programs in the United States (25). Here individuals in areas tentatively scheduled for relocation or rehabilitation are not only made conscious of relocation possibilities and issues and organized into effective interest groups but, also, they "play games" indicating how they would envisage a desirable change and how they would allocate a fixed amount of money among the myriad of alternatives. Besides encouraging involvement, such games provide an excellent way to measure the values and attitudes of the potential relocatees, providing a sophisticated methodological basis from whence to assess/predict the relationship between relocation and consequent changes in values and attitudes (see section on methodology below).

in which man is viewed and the effects of relocation measured, the approach itself is rather vague, difficult to translate into adequate research procedures, and, thus far, of limited value.

The number of possible approaches to relocation is truly a function of human ingenuity. The above represent the ones most commonly used. In addition some studies have focused on particular aspects of relocation. Hawley, for instance, has advanced and tested the general proposition that the greater the concentration of power in a community, the more likely the community adoption and implementation of urban renewal(28). Eventually, it might be hoped, a theory of relocation consisting of interrelated propositions of this type (along with statements of initial conditions) may be developed. At the moment such propositions are lacking and so we have a plethora of approaches instead. Our own approach will not simply represent another iron in the fire. Although it will emphasize an exchange theory approach, (see section on specific research goals below), this will be seen to have some affinity with the decision-making and cost-accounting approaches while, unlike these, concentrating on social-psychological aspects and the relocatees.

C. Issues and Findings:

Among the many issues commanding the attention of relocation studies, the role of housing is particularly stressed. Of especial concern has been the relationship between adequate housing and social problems therapy. In housing journals and expressly underlying much governmental initiative in relocation is the "theory" that by improving the housing conditions of relocatees one is doing something to change attitudes and values and thereby to ameliorate social problems (29). A rather complex causal chain is being postulated and it is small wonder that the "theory" is hotly disputed. False criteria of causality have often been advanced in the attack on this "theory"(30).

A comprehensive review of the literature bearing on this issue led Schorr to the following conclusion: "housing does have an effect on general morale, though concerning aspirations the effect of housing is more difficult to assess. Housing does seem to influence family and social relationships." (31) Conant and others, while not denying that there may be some effect, have indicated that other factors such as job opportunities are much more important (32). This exceedingly complex issue must be broken down if it is to contribute to our understanding of relocation.

1. Housing

In the first place it may be noted that there is almost perfect unanimity in our society with respect to ideal housing for families; the choice is the single family unit surrounded by its own yard, convenient for the surveillance of children and offering a degree of privacy (33)*. Opinion polls have consistently found that most people would purchase new and better homes if they were to receive a monetary wind-fall. Thus a high value is placed on housing and one might expect that housing improvement, other things being equal, would boost morale. Thus if relocation were just a matter of housing, the problem would be relatively simple; the unanimity referred to above would facilitate the development of objective indicators of housing improvement. At this simple level much relocation research has been directed. Generally these studies have concentrated on relocations within metropolitan areas in our society and have shown that only rarely does relocation yield the choice housing described above. Usually the relocatees do get better housing but it is a matter of degree and in some instances relocation simply means that the relocatees move from substandard housing units to other substandard units (34). The findings also indicate that more housing is destroyed by relocation projects than is newly constructed; accordingly, relocatees often find they have to pay more for comparable housing.

* This choice implies surrounding physical amenities.

Typically large, poor, minority group families are the least likely to obtain housing improvement. A further consideration is that sometimes relocatees who owned their former homes have received better housing but have been forced to become tenants; on the other hand, many relocatees who became home-owners could not maintain the costs and eventually returned to the slum-tenant status (35). We intend to examine the Africville relocation on this strictly housing level but this will not constitute the main goal of our research. We do hope, however, to contribute to research at this level not only by adding more data to the pile but, also, by developing measurement techniques which enable us to determine how much more or less value relocatees attach to their new housing. Ratio measurement of variables such as this will enable us to assess better the effects of relocation (see section on methodology below).

2. Contextual Factors

Relocation of course usually does not mean that things other than housing remain constant. It is because of this fact that evaluation is a complex task. To go from a slum dwelling to public housing is more than a change in housing, just as moving from one community to another is more than simply a housing change. In some instances the express aim of relocation may be a change in total environment (or just clearing the land for other purposes) rather than housing improvement; so, too, from the relocatees' perspective the former may be the most important consideration. The problem is to know what are the salient features other than housing per se and how they can be measured. One might expect great, but hopefully patterned, variation in what will be considered important by social class, ethnic group and culture. Among the possibly important aspects of the change in residence wrought by relocation, changes in status, disruption of social networks and the rapport between public agencies and relocatees have been emphasized in the literature.

Changes in status, from the point of view of housing and location, refer to the move from home-owner to tenant or vice versa and to whether or not the relocatees are in private or public housing. It is well-founded that home-ownership is considered generally to be superior to rental; it fits in with the ideology of pride of ownership and explains why home-owners usually offer greater resistance to relocation than tenants (36). Relocatees in urban areas when asked to indicate how they would improve urban renewal programs, have typically urged governmental subsidy of privately-owned houses. We can expect, then, that changes in housing status will be related to relocatees' adjustment and changes in values and attitudes. Just as important appears to be the private-public dimension with regards to tenancy. Although studies have indicated that those relocating in public housing fared better than those in private (37), they have also shown that many attach low value to public housing. Presumably there is the feeling that public housing has a stigma and the unwillingness to accept the rules and regulations of publicly administered housing. Researchers have often assailed the "tyranny" of the public housing authority but from the relocatees' perspective the problems are usually not conceived of it in terms of legal rights. Relocatees, assuming they do get into public housing, are often summarily ejected if they carry over their old behaviors in the new housing. Thus, even if they attach high value to public housing, their security may depend on a radical re-structuring of their life-styles.

A particularly controversial aspect of the change in residence wrought by relocation concerns the possible disruption of social networks. Social scientists have especially assailed relocation projects for the uprooting of families and the sacrificing of community values (38). Their inference that, for these reasons, the costs of relocation are very high for the relocatees may be more a function of their romantic image of the folk than an assessment of the actual facts. We have indicated earlier that mobility is prevalent in

our society and this fact itself implies many may take relocation in stride. Moreover there has been a tendency to identify all demolished urban renewal areas (and poverty areas) as cohesive socially viable neighbourhoods or communities. In fact the majority are not. Low status areas, in our society at least, are generally areas of anonymity (39). Moreover, when other variables are controlled, no relationship is found between length of residence and number of personal ties (40). The discussion here has been more polemical than is desirable primarily because research procedures have been gross and inadequate. We hope to contribute here by developing measures of integration for the neighbourhood (some might say community) based on our earlier studies (41) and by getting measures for a variety of variables dealing with "involvement", from individual relocatees. This should enable us to explore this issue more effectively with respect to satisfaction with the relocation. Finally one point needs to be emphasized: some critics have had it both ways -- they have assailed the social uprooting and also have often indicated that relocatees have merely been moved to a vicinity with comparable conditions. Clearly it is necessary to study the new social environment to determine whether the relocation has resulted in greater "involvement" or at least one of a different kind. It might very well be that since most relocatees move only short distances and since transportation and communication systems are so developed, little effect will result from the possibly minor changes in social network. Two factors appear likely to modify any finding, namely, the length of time that the people have been relocated and the degree of geographical mobility entailed. Both factors will be considered in our research design.

Another important consideration in relocation research is the rapport established between the public agencies and the relocatees. If such rapport has been achieved and if relocation is perceived as an attempt at housing

improvement, then one might expect satisfaction and a more positive orientation among the relocatees, especially those having young families (42). The way relocation is carried out from start to finish is itself a variable. Some factors contributing to this rapport included advanced discussion with the relocatees, consideration for all the hidden costs of relocating, provision for counselling, continuity of services and the "carrying of the ball" to the relocatees rather than requiring them to come to the agencies. When these factors are effectively made part of the relocation project, satisfaction among relocatees is more likely and positive changes in attitudes and morale are more probable (43). While this "rapport" variable is rather difficult to measure in any precise way it is important. It is also an area where we can learn from European experiences. Whether because European peoples have been less inclined to accept mobility as an essential part of living or because of political factors, in most European nations the degree and kind of assistance relocatees receive far exceeds that in our own society (44).

We have indicated some of the features, in addition to housing per se, which bear on relocatee satisfaction. This list can be developed further but this should be done carefully through pre-testing an accounting scheme. We plan to do this prior to the Africville study, using a comparable sample of relocatees. A final consideration, bearing on the three points just mentioned, should be noted. Much relocation in our society involves minority groups, be they Negroes, Indians or Eskimos(45). It has been found that relocation poses more complex problems for this kind of relocatee: housing is more difficult to obtain, rapport is more difficult to establish and the disruption of social networks appears to be a more important consideration. Relocation here is often directed to the reduction of segregation and the disruption of extant social networks. The evidence is that in the United States and parts of Canada existing segregation patterns were often continued or intensified by

relocation(46). Concerning the social networks, there is considerable debate over the value of a relocation which would disperse the minority group members yet still leave them socially disadvantaged. Under these conditions the power of the minority group as a pressure group may decline and whatever unique cultural emphases it has might be lost in return for a very modest improvement in housing. Thus when the relocation involves minority group members, as does Africville, all the issues increase in complexity and their measurement is somewhat different.

3. The Broader Question:

Thus far we have considered relocation in terms of housing improvement and related features bearing on relocatee satisfaction. However we have noted that relocation is often a function of comprehensive programs of social change. Consequently it must be conceived of in a more expansive manner since otherwise its implications for social problems therapy would be limited indeed. Many critics while not denying some value to relocation as it has been discussed thus far in this section, legitimately question its impact on other social problems. 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. In a broader sense, then, relocation may be viewed as the foci for significant social change. As some writers have noted, "the relocation process often discloses the social and economic needs of displaced persons and thereby offers a unique opportunity for effective application of the techniques and services of local, state and federal programs dealing with less privileged social and economic groups. Such programs include housing, public assistance, education, employment and training"(47). Thus in evaluating relocation and in assessing its effects we

we have to examine the scope of the project and the success and implications of its other programs, if there are any. This requirement increases greatly the complexity of the research, not only by adding to the number of variables to be considered but, also, because their consideration necessitates a longitudinal approach. We hope to examine the Africville relocation at this level by determining the presumed therapy intended, by examining the programs set-up, by obtaining from relocatees assessments of the relative importance attached to the various problems they face and by comparing relocatees located at different points in the relocation process.

4. The Political-- Administrative Vector

While relocation by definition involves planned social change carried out under governmentallauspices, it need not have anything to do with housing improvement or social problems therapy. We have assumed above that it does but this should not be taken for granted in any specific relocation instance. One American critic has argued that "relocation has been only an ancillary component of the (urban) renewal process; were this not the case, the community would find totally unacceptable "slum clearance" projects which leave as many as two-thirds of the displaced families still living in sub-standard conditions, or which actually increase the incidence of overcrowding"(48). Elsewhere it has been noted that "civic" executives (primarily businessmen) mobilized entire communities, used both federal and local funds, and improved the downtown areas to meet the needs of banks, department stores and office buildings, however, rather than those of the black and white poor"(49). Redevelopment of the central business district (the CBD) and the clearance of land for industrial purposes are often the underlying reasons for relocation or at least account for the selection among the possible relocations. In other instances relocation may indicate an unwillingness on the part of the government to undertake the social and economic programs

necessary to maintain the relocatees in their old habitat. In some instances, then, the presumed social problems therapy of relocation may be a convenient rationalization or a rather unfounded hope, the result of which can be the further oppression of the less-privileged.

In this context we can advance a cost-benefit analysis of various political-administrative models from the point-of-view of relocation therapy. Here we will simply indicate and briefly describe what we think are the important models. In our actual research we will carry out the analysis both in general terms and in terms of the specific Africville conditions. These models are the welfare model(50), the political(51), the traditional(52) and the city designer(53). The welfare and the city designer models are the most prevalent political-administrative approaches to relocation in our society. This reflects the fact that relocations are rarely voted upon, that basic political issues are often not debated and that much relocation is by administrative fiat. The welfare model focuses on the social problems therapy of relocation, (at least regarding housing); the city designer model focuses on beautification and questions of zoning and structure, with specifications for housing. A characteristic of both is the emphasis given to expertise or "technical" knowledge. Such an emphasis does have many advantages but the disadvantage is that little attention is accorded to low-status relocatees either as participants in the implicit political process or as contributors to the specific policies or plans of action. The political model on the other hand stresses relocatee participation and emphasizes the development of strong interest groups engaging in collective action with the relocating agencies. It conceives of social problems as political problems and emphasizes their solution through political action; relocation is approached, then, not as a place for expertise particularly but as a place for conflicting interests. This approach to relocation has the disadvantage of over-emphasizing the

solidarity and common interests of the relocatees and poses some administrative difficulties. The traditional approach to relocation is more difficult to define but it entails a model that plays down both expertise and political action. It is the neighbourhood or community leaders (often the indigenous minority group leaders) who, working through indigenous social organizations plan and carry out the relocation. Here we often find that people are co-operatively relocated.

We will not go further into these political-administrative models of how relocations should be conducted. They can be said to constitute a vector since depending on which model is applied, the implications for social problems therapy, legal rights, relocatee satisfaction and so forth are different. Each has its advantages and disadvantages and in each case there is some room for variation. In any specific relocation one of these models is typically emphasized. We would like to develop each in general terms and also suggest how in the Africville instance each model would have functioned.

D. Africville

Africville is a Negro enclave within the boundaries of the city of Halifax. Relatively invisible since it is tucked away in the corner of the city, Africville is a shack town of approximately 400 people and 80 families, many of whom are descendants of settlers who moved there well over a century ago. Africville is a depressed neighbourhood or "community" both in physical terms and in terms of socio-economic indicators. The shacks are located beside the city dump and railroad tracks cut across the unpaved dirt road which leads into the area. Sewage, lighting and other public services are conspicuously absent. The people have relatively little education, very low incomes and much underemployment. It is uncertain whether there is a strong sense of "community" among the inhabitants but some residents do indicate a satisfaction with living there. Property claims are in chaos with only a handful of families having legal title; others claim squatters rights and still others are renting. Africville has been for a long time a black mark against society and the area itself has been indicated to be required for the future industrial and harbour development of the city.

We have used the present tense above but in fact Africville no longer exists. The people have been relocated by the city officials. We think it is important to study and evaluate this relocation both in its particularity and against the background of general relocation issues. There are six main reasons why we take this position. First, Africville is part of a growing trend of governmental relocation initiative and there is good reason to think that other tentative relocations in Nova Scotia and elsewhere will be patterned after the Africville experience. Secondly, Africville has a national and even an international reputation. It is well-known and there is, then, a broad public interest in the relocation. Thirdly, there is a great deal of information available on Africville and on its relocation (54). This makes

possible an in-depth treatment of the relocation and its effects, a fact which should be stressed since most of our information on relocation comes from studies which have been ex post facto and have had to depend on subjective reconstructions and skimpy historical data. Fourthly, the Africville relocation was not ad hoc and haphazard. It was well-planned and followed reasonably closely the suggested procedure outlined by a noted welfare specialist. Moreover, there was much preliminary discussion of the relocation among city officials and with Africville residents. The involvement and the prodding of the Halifax Advisory Committee on Human Rights "forced" city officials to articulate their policies well and in detail; many of the implications and alternatives were therefore considered.

Fifthly, the Africville relocation appears to have been a rather progressive one; none of the more blatant criticisms may be directed against the city administration. The city administration under its Social Development agency attempted to end the existing segregation, provided counselling and other services on a continuous basis, carried the services to the people (at least in the initial stages), made seemingly generous settlement claims with the relocatees, paid for moving expenses and provided up to \$1000. for new household furnishings, wrote off tax and hospital bills of the relocatees so that "as much as possible" they could start off with a "clean slate", advised and assisted relocatees with respect to new housing and other problems such as employment. In sum, the Africville relocation was comprehensive and was, *apparently*, undertaken by a concerned, sympathetic city administration. Equally significant was the administration of this welfare approach to relocation. A social worker was appointed to take front-line responsibility for its varied aspects and to act as liaison between the city administration and the relocatees. He was given some autonomy and an independent fund to meet day-to-day emergencies and opportunities with a minimum of bureaucratic delay. The Halifax

Advisory Committee on Human Rights was made part of the administrative structure of the relocation. This fifth point is what makes the Africville relocation especially valuable for study. With no blatant weaknesses, polemics are readily avoided and research becomes more creative; greater possibilities exist for making a real contribution to our knowledge of the relocation process.

The sixth and final reason is that the relocation has already been acclaimed as a success locally. Also, in our discussion of the Africville relocation with government officials and relocatees in the St. Louis area, we have found that most persons rate it very highly. Thus it deserves to be studied and evaluated. Was it a success? From whose perspective? To what extent? What features accounted for the success or failure? What were the alternatives? How does it help us build up a theory of relocation? By answering these questions we hope to contribute to the understanding of the Africville relocation and of relocation generally.

Specific Theoretical Concerns

We have indicated what the main issues of relocation are and how we intend to explore these with respect to the Africville instance. Our research thus should yield answers to the questions raised above. In this section we will provide a general overview of our specific research concerns. First, we intend to study the natural history of the Africville relocation, wherein, through examining available records and data and conducting interviews, we can interlace the development of Africville with the nature of the societal response to it. In this way we hope to get at the sources of pressure for change, the influence of press coverage, publications and social organizations, the individual and collective attempts by Africville residents to change or improve their position (i.e. migration, mutual assistance and so forth), their

response to the relocation project, the goals and administrative procedures of the relocation project, the comprehensiveness of the program and the means by which rapport between public officials and relocatees was or was not achieved. The specific research procedures will be discussed in the next section but here it may be noted that in order to augment our understanding of Africville prior to the relocation, we shall study a comparable Negro enclave in the Halifax area (ie, the Beachville or New Road settlements) which has not as yet undergone relocation. By using this natural history approach we hope to be in a position to know something about the decision-making processes underlying the relocation project and the degree of solidarity and integration that characterized Africville; this also provides us with much of the data necessary for a cost-benefit analysis of alternative political-administrative approaches.

Secondly, we plan to evaluate the relocation on a variety of criteria. The evaluation will not only consist of before and after comparisons but will also take into account short run versus long run effects. These comparisons will be based on housing conditions, housing status, employment, income, segregation, relief and welfare dependency, social networks (ie, friendship ties and social involvement) and general attitudes and dispositions towards life (ie. alienation, optimism and ambition). This list -- like all the lists in this proposal -- is not meant to be exhaustive; a more detailed accounting scheme will be developed after the pre-test of our ideas and methods with comparable relocatees in the Stl Louis area. Two further points should be noted. Long run versus short run effects will be measured in a relatively crude way, by comparing relocatees who have been relocated for more than two years with those who have relocated within the past two years. Also much baseline data is available on the Africville relocatees but where such data is lacking and where subjective reconstruction is an inadequate procedure, we will substitute (and interpret cautiously) data we will gather from a comparable

Negro enclave in the Halifax area. This strategy is particularly applicable in assessing changes in alienation and other "life-attitudes".

Thirdly, the general perspective within which we view relocation is based on exchange theory. Whether or not the relocatees or public officials will consider the relocation a success -- whether they will be satisfied -- depends on whether they have made a profit. Considering the relocatees and the public officials, it is important to develop for each a list of what are the costs and rewards of the relocation. The rewards from the point of view of public officials might include taking possession of the property of the relocatees so as to develop the area as desired, eliminating poor housing and so forth; for the relocatees the rewards may be obtaining better housing, the opportunity of integration with the broader society, concerted counselling and so forth. The costs from the point of view of governmental or public officials might include the time taken to persuade and cajole the people to relocate, the monetary costs of the relocation program and so forth; for the relocatees the costs may include such things as the disruption of their social network, the inconvenience of the relocation timing and so forth. Here we are simply being suggestive since it is quite possible that both relocatees and public officials would indicate other rewards and costs as more important. In any event, we think it useful to develop an accounting scheme and a measurement procedure whereby we can determine just what the rewards and costs are and the relative weighting each has. Even at this relatively simple and manifest level there are many research difficulties: problems of levels of generality with respect to the costs and rewards, of historical reconstruction, of exhaustiveness of the accounting scheme, of interpreting the response of public officials and of measurement. Nevertheless, all of these problems are manageable and thus we should be able to explore meaningfully beneath the surface of satisfaction and dissatisfaction with the relocation.

Going beyond the manifest level of exchange indicated above, we intend to explore the perceived exchange. Here we will obtain from the relocatees and public officials their perception of the other's rewards and costs and of the relative importance the other attaches to each. Such an analysis should enable us to explore the rapport established between the parties to the exchange and to compare public and private claims of success.

Viewing relocation as exchange is more complicated than simply taking into account articulated costs and rewards. Myriad acts constitute the exchange system and domain consensus (our political-administrative factor) is a prerequisite to this exchange. This latter consideration emphasizes the processes of negotiation, bargaining and legitimizing. It is impossible to capture the full action that is implied by the exchange perspective when relocation has already taken place; nevertheless, we hope to grasp its main features. We also think that this exchange perspective is useful in understanding pre and post relocation phenomena such as the development of the slum and the adjustment in public housing.

Finally, we are concerned with studying the Africville relocation in the context of relocation generally and thus we attach some importance to reviewing relocation more expansively than has yet been done. Similarly, pretesting our ideas and discussing relocation with officials and relocatees in the St. Louis area is an important consideration.

Specific Research Procedures

We have indicated that the initial aspect of our study will be a pretest of many of the ideas outlined in this proposal. Particularly important in this pretest will be the attempt to develop comprehensive classificatory schemas for dimensions such as costs of relocation. Equally important is the development of measurement procedures and the testing of certain scales and domain consensus (our political-administrative factor) as a prerequisite

dealing with housing improvement, alienation, ambition and optimism and involvement. To obtain weightings for costs and rewards of relocation we hope to use magnitude estimation procedures if this technique is indicated by the pretest to be workable and convenient. In this pretest we will work with both relocatees and public officials.

We have noted that considerable information is already available on the Africville relocation and the relocatees; consequently, prior to actually going into field, much work can be accomplished through an analysis of available records, particularly with respect to the more simple questions such as changes in housing status. Analysis of such data will constitute an important step in the development of our semi-structured interview schedule and in the refinement of our ideas and methods.

The pretest and the analysis of available data on the Africville relocation will be done between January and May 1968. The field work will begin at the beginning of June and go on until the end of August. To make our before and after evaluation of relocation more effective and to increase our understanding of Africville prior to relocation, we will include in our field work the study of a comparable Negro enclave in the Halifax area which has not yet been relocated. In our field work we will largely be conducting interviews with relocatees, public officials and other interested and informative persons. Our experience in the area, based on several years of residence and research on the Guysborough Negroes and community integration in Halifax county, will enable us to locate initial sources and obtain referrals; we hope in this manner to interview both critics and supporters of the relocation as well as those who are neither public officials nor relocatees but had a role in the relocation (ie. members of the Halifax Advisory Committee on Human Rights).

From a methodological perspective the chief difficulties in this

study are two-fold. First, there are difficulties when using survey methodology on such a small population (sample) base; secondly, ideal evaluation would entail not only before and after comparison but, also, controls at various points in time. There are some techniques available for adequate survey-type analysis with a smaller number of cases but these do not completely overcome the problem. Nevertheless, we will have enough cases to be suggestive if not definite and, in addition, we will often treat questions as stimuli -- a tactic which, insofar as individuals are taken across a content continuum, is more valuable under our research conditions. Our controls are not the best (for example, people who have been relocated for more than two years might be said to have been less resistant to relocation than those who relocated within the past two years and thus, comparing these two groups confounds long run versus short run effects with other factors) but they are the only available ones. Of course we hope that the depth to which our study is directed will more than offset the above problems. Certainly we think our study by incorporating several research strategies will be more valuable than a cross-sectional survey carried out under ideal conditions.

There will be two main investigators for this study and two student assistants. The main investigators have carried out research in the Halifax area. The students have had experience interviewing and will, of course, be given whatever additional training is deemed necessary.

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15. K.W. Back, op cit, page 4
16. Ibid
17. E.C. Banfield and M. Myerson, Politics, Planning and The Public Interest, Glencoe, 1955
18. W.E. Boek, "Anthropology: Can it Contribute to Renewal" Journal of Housing, Vol. 18, (Nov. 1961) Pages 459-64
19. R.A. Dahl, Who Governs, Yale Univ. Press, 1961
20. M. Anderson, op cit
21. Herbert J. Gans, "The Effect of a Community Upon Its Residents". Presented to American Sociological Association, St. Louis, Mo. 1961
22. P.H. Rossi, op cit

23. See J.Q. Wilson, op cit, Also S. Greer, op cit, page 93
24. See the work of S. Alinsky. Also, Action Inc., A Strategy for Improving Housing in Greater Cincinnati, New York, Mimeographed 1960
25. The reference is specifically relevant to the St. Louis Model City program, a program which has not yet been solidly established.
26. Allan R. Holmberg, "The Changing Values and Institutions of Vicos in the Context of National Development", Behavioral Scientist, 7, 1965, 8-9
27. K.W. Back, op cit, page 6
28. A.H. Hawley, "Community Power and Urban Renewal Success", American Journal of Sociology, January 1963
29. M. Millspaugh and G. Breckenfeld, The Human Side of Urban Renewal, ed. by M. Colean, Fight-Blight Inc., Baltimore, Md., 1958
30. For a comparison, see T. Hirschi and H. Selvin, "False Criteria of Causality in Delinquency Research", Social Problems, 1965
31. A. Schorr, Slums and Social Insecurity, U.S. Dept. of Health, Education and Welfare, Research Report, #1
32. J.B. Conant, Slums and Suburbs, McGraw-Hill, N.Y., 1961
33. Scott Greer, op cit, page 17
34. M. Anderson, op cit, chapt. 13
35. Of course this point indicates the greater importance of employment and income factors.
36. K.W. Back, op cit, chapt. 1
37. Commission Report on Relocation, op cit
38. J.V. Cunningham, The Resurgent Neighborhood, Notre Dame Press, 1965
39. P.H. Rossi, op cit, introduction
40. T. Caplon and R. Fernian, "Neighbourhood Interaction in a Homogeneous Community", American Sociological Review, 15, 3.
41. D.H. Clairmont, with W. Benallick (deceased), "Factors in Community Integration", presented at Eastern Canadian Sociological Society Meeting, Feb. 1964
42. K.W. Back, op cit, chapt. 1
43. Pennsylvanian Story, Relocation, progress report, Pennsylvanian Institute, 1964
44. Commission Report on Relocation, op cit, page 8
45. For figures in the U.S. see M. Anderson, chapt. 7. The percentage

involvement of minority group members in urban renewal relocation has been declining over the last decade. It is still, however, over 50%.

46. Commission Report on Relocation, page 45
47. Commission Report on Relocation, page 47
48. See the Hartmann critique of urban renewal, Commission Report on Relocation, page 35
49. Scott Greer, op cit, page 86
50. The Rose Report on Africville is a good example of this approach. City of Halifax, 1964
51. See footnote 24
52. No good explicit source available.
53. For a critique, see J. Jacobs, The Death and Life of Great American Cities, Random House, 1961 and for the possibilities of this approach see P. and P. Goodman, Communities, Vintage Books, 1960
54. Social Work theses, papers by the Social Development Dept. of the City of Halifax, and other sources referred to in The Condition of the Negroes of Halifax City, Nova Scotia, Institute of Public Affairs, Dalhousie University, 1962.



THE FAMILY COURT
For The County of Halifax

..... July 13/70

TO: .. Halifax Social Services
2240 Barrington St.
.....
.....

Dear Sir:

This will inform you that ... [redacted] ...
was interviewed at the Family Court on July 13 1970
and a complaint and/or information was laid under *Winnipeg Childrens*
Maintenance Act against [redacted]

A Court Hearing has been scheduled for *when we have* 19
at *an address for husband*

If you can be of further assistance in this matter, please feel
free to attend the Court Hearing or contact the undersigned at 455-7224

Yours truly,

W.D. Carney
.....



April 28, 1970

2-20014-A

429-6632
Ollivier

Mr. Harry T. Carter,
R. R. #1, Hammonds Plains,
Halifax County, N. S.

Dear Mr. Carter:

Re: Mr. Aaron Carvery

We wish to confirm our conversation today, in which you were good enough to agree to assist Mr. Carvery in completing a 1970 application for the Guaranteed Income Supplement.

Unfortunately Mr. Carvery completed the wrong form. The application for the Supplement is enclosed, as well as a self-addressed envelope.

Thank you very much for your interest and assistance.

Yours very truly,

A handwritten signature in blue ink, appearing to read 'L. C. Russell'.

L. C. Russell,
Regional Director,
Old Age Security.

JAM/bt
Encl.



TO: Mr. Harry Carter, Special Projects Officer ✓
Mr. Milton Dixon, Maintenance Administrator 1. FOLLOW UP

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

DATE: January 27, 1970 3. FOLLOW UP

SUBJECT: Moving of Mr. Aaron Carvery's Belongings 4. COMPLETION DATE

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

Complete one form for each candidate selected

NAME

ADDRESS TEL. NO.

AGE NO. of Dependents

No. of Years out of school

UNEMPLOYMENT: Chronic (Longterm) _____ Sporadic (short term) _____

No. of Months employed during past six months

Note any physical or emotional considerations
.....
.....
.....
.....

Grade completed

Skills (List any known)
.....
.....
.....
.....

Degree of Motivation: High _____ Moderate _____ Limited _____

Additional Comments:
.....
.....
.....
.....
.....

52
PETITION to the Mayor of Halifax, His Worship Allan O'Brien

We the undersigned, formerly residents of Africville, hereby request a meeting with responsible city officials to discuss the following points:

- (a) the Africville trust fund;
- (b) the assessment of the value of the Africville property;
- (c) the present conditions of the former Africville residents.

We request the meeting to be held

The undersigned appoint the following individuals to be their spokesmen:

- (a) George Grant Sr.
- (b) Kenneth Cassidy
- (c) LLOYD Farrell
- (d) Evelyn Dixon
- (e) George Grant Jr.

Secretary- Linda Mantley

~~Mr. [Signature]~~

Mr and Mrs Marsman
Carl Marsman

Clarence Brown

Mrs. Victoria L. Shisholm

Mr. [Signature]

Rommie Patterson Byrse

C O N F I D E N T I A L

TO: His Worship the Mayor and
Members of City Council

FROM: S.A. Ward, City Manager

DATE: May 14, 1970

SUBJECT: Proposal for Provision of Housing of
Low Income Families Relocated from Africville

Introduction

In response to the recent announcement by Hon. Robert Andras, Federal Minister Responsible for Housing, in which he invited proposals for the experimental provision of housing to low income families, the Africville Action Committee, in co-operation with Social Planning, has submitted a preliminary brief to Central Mortgage and Housing. Although the initial and informal reaction from CMHC officials has been favorable in terms of the concepts embodied in the proposal, some minor revisions and a more detailed submission has been requested.

There are several reasons for asking Council's consideration of this scheme at this time, not the least of which is the obvious fact that such a proposal could be successfully implemented only with Council's approval. Specifically, the proposed scheme calls for a commitment of resources from the City which Council alone is able to make.

Present Housing Circumstances

It is already known by Council that the Social Planning Office has, since the latter part of 1968, been engaged in a follow-up program involving Africville relocatees. For the information of Council, as of this date, thirty-three former Africville families are accommodated in public housing. This number includes many families whose earning capacities are severely restricted by reason of age, disability, or lack of a bread winner. It also includes at least five families who do not fall into this category and who are desirous of moving to a position of home ownership or private tenancy.

In addition, there are approximately ten families presently living in grossly inadequate, and often temporary, rental accommodations owned by private landlords or the City of Halifax, who express a desire to participate in a scheme designed to achieve a more permanent, independent and satisfactory mode of housing, offering the possibility of eventual ownership.

It is recognized that present conditions of the housing market and of the general economy make the provision of low income housing dependent upon the aid of "non-market devices" or some manner of subsidization. It is suggested that this very fact, coupled with Council's original commitment to the relocation, rehousing and rehabilitation of the Africville residents, make this population group particularly appropriate candidates for experimentation in the provision of housing to low income families.

Project Proposal

With the gradual implementation of measures outlined in the Africville Follow-up Proposal, adopted by City Council on March 12, 1969, a working relationship between the Africville relocatees and city staff has been established. The Seaview Credit Union, incorporated under the Nova Scotia Credit Union Act in April 1969 and made possible by Council's loan allocation of \$20,000, together with \$50,000 from the Province for this purpose, has been in operation for one full year. Although the Credit Union has not been without problems, specifically with respect to procedures for approval of loans and regularity of collections, staff from Social Planning and Finance (Internal Audit) are working closely with the Board and Committees of the Credit Union to ensure its continued success.¹

Within its narrowly-defined boundaries, the Credit Union appears to be benefitting many of its members, particularly in the area of debt consolidation. However, the single most persistent and recurrent problem which lies outside of the present scope of the Credit Union is that of housing, whether this be the unavailability of adequate rental accommodations, the unsuitability of public housing for particular families, or the inability to maintain monthly mortgage payments.

It is proposed, therefore, that the Seaview Credit Union, as an already-established organizational base for co-operative endeavor between the Africville relocatees and City staff, or some sub-organization thereof, be empowered to serve as a sponsoring body for the purpose of entering into a non-profit housing scheme designed to serve its membership.

Equity Requirement

50% from Seaview

In accordance with the provisions of Section 16 of the National Housing Act, this would necessitate that the Credit Union be in a position to put up the equity of 5% required to obtain funding from the Federal government for a scheme involving construction of housing units for families whose incomes are inadequate to meet current rentals on the open market.

The Seaview Credit Union therefore seeks authorization from City Council to designate whatever portion of the \$22,000 not presently in demand for loans that might be required for equity to launch the program.

Land Requirement

Serviced land from the City

CMHC reaction to the preliminary draft submitted for their consideration suggested that the feasibility of obtaining support from the Federal government for this proposal would depend, in large measure, upon the availability of a serviced-land site which could be used for construction. This is one of the reasons for seeking Council's support for the proposal at this time. A second reason is the economic reality that unless assistance in the form of provision of serviced land is forth-coming from the City, the cost of housing units constructed, even with the non-profit sponsorship and the

- How much?*
1. It will be of interest to Council to know that 84 Africville relocatees have purchased shares in the Credit Union totalling \$376.00; and that \$49,898.67 is currently on loan to the membership with monthly collections totalling approximately \$900.00.

various provisions for cost-reduction, would still be beyond the reach of the families who would hope to participate, either with a view to purchase or rental.

It is significant that the current climate at the Federal level indicates support for proposals based on the co-operative involvement of the municipality as provider of serviced land with sponsoring organizations from the private sector.

Although a detailed consideration of and consultation with the entire relocated Africville population would need to be carried out before final determination of the participants for the proposed scheme could be made, it is projected that approximately 16 units of row housing, consisting of three and four bedroom units, might be both desirable and feasible. Council is therefore requested to consider the allocation of a serviced land site which might be suitable for this purpose.

Management Component

The administrative structure being suggested for this undertaking would include a Board of Directors, consisting of Seaview Credit Union members, City staff from Social Planning and Development, as well as CMHC representatives, with a voluntary advisory board selected to draw on the expertise of knowledgeable and concerned citizens from financial, legal, construction and development segments of the community. This so-called "Task-Force Management" approach is the model which has emerged from the experience of the American poverty programs as the most effective organizational strategy providing for an alliance between indigenous and professionalist savvy.²

Other Resources

It is envisioned that, by means of a consciously-designed instructional component, some of the participants could be given the opportunity to develop some management skills, particularly in the area of real estate and development. This would not only provide one way of reducing costs but also an opportunity for people involved in a self-help program to develop transferable skills, thereby enhancing their earning potential.

These same two goals would be served if negotiations with Man Power, which Social Planning is prepared to initiate upon receipt of Council approval, could lead to establishment of a training program involving a number of Africville relocatees in the learning of skills related to housing construction.

It is hoped that cost-reducing features outlined and others that might be suggested by the "experts" could produce row-housing at a cost per unit which would require a monthly rental or mortgage payment within reach of the approximate 16 families with incomes in the \$5,000 vicinity who might, conceivably, participate. However, recognizing that this may not be attainable, it might become necessary to seek additional support from Provincial government and/

2. See Andre L. Delbecq and Sidney J. Kaplan, "The Myth of the Indigenous Community Leader: A Case Study of Managerial Effectiveness Within the War on Poverty", Academy of Management Journal, March 1968.

or private sources in the form of subsidization of rental or mortgage interest rates, at least until such time as these may become federal housing policy provisions.

Respectfully submitted,



S. A. WARD
CITY MANAGER

HDC/jr

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

File

TO: His Worship the Mayor and Members of the City Council
FROM: S. A. Ward, City Manager
DATE: March 4, 1969
SUBJECT: Africville Follow-up Proposal

As a result of follow-up by City Social Planning staff into the circumstances surrounding the individuals and families relocated from Africville it has become obvious that there is a real need for some financial assistance on a self-help basis. City staff has been in touch with the Provincial Department of Public Welfare which has also recognized the need and it is now suggested that some action can be taken which will enable the City of Halifax and the Province of Nova Scotia to give help in a significant way without imposing any large financial burden on those bodies.

It is proposed that a credit union or some similar organization be established to operate a loan fund contributed by the City of Halifax and the Province of Nova Scotia together with sufficient initial control to ensure the success of the operation. Once the organization becomes well established it would continue to provide a useful measure of self-help and training for the individuals involved.

It should be noted that the proposal, when made, was given favourable consideration by the Honourable Percy Gaum and he approved that the sum of fifty thousand dollars (\$50,000) be advanced to the City of Halifax for the purpose outlined.

In view of this indication of support from the Province, City Council is requested to grant its immediate consideration to the following specific recommendations -

- I That 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;
- II That the City of Halifax make available the sum of twenty thousand dollars (\$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.
- III That 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);

- IV That appropriate legislative authority be sought to allow the aforementioned Board of Directors to act as a co-operative body in the administration of the loan fund program as outlined;
- V That 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;
- VI That 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.

Respectfully submitted,



S. A. Ward,
City Manager

EDC/jj

file

Mayor Allan O'Brien

H.D. Crowell, Social Planner

December 30, 1970

Africville FollowUp Committee

When Alexa McDonough and I met in your office December 21, 1970 to discuss the formation of a Committee to concern itself with the Africville FollowUp Program, it was decided that a general meeting of Africville relocatees should be called for Jan for January 13 for the purpose of electing representatives from the community to serve on the newly convened committee.

However, on reviewing City Council minutes from the December 17 meeting, we subsequently became aware that the motion in Council specifically states that the appointed committee shall meet "with the Africville Action Committee". For this reason, we have departed from the original plan of action, and scheduled, on your behalf, a meeting of the City-appointed committee with the Action Committee at the time originally suggested for the general meeting. It would probably be advisable for the matter of representation and representativeness of the Action Committee to be raised at the outset of that meeting.

Trusting that this arrangement will meet with your approval, I am,

Yours sincerely,

H. D. Crowell,
Social Planner.

HDC:bmb

Encl. Notice of Meeting
Excerpt from Council Minutes

Africville Follow-Up Program

MOVED by Alderman MacKeen, seconded by Alderman Allen that, as recommended by the Board of Health, His Worship the Mayor appoint a committee of City Staff and Council members to meet immediately with the Africville Action Committee to discuss matters raised at the meeting of the Board of Health held on December 9, 1970. Motion passed.

REPORT - CITY PLANNING COMMITTEE

Council considered the report of the City Planning Committee from its meeting held on December 9, 1970 with respect to the following matters:

Rezoning from R-1 Residential to R-4 Residential - Lands of Herman Newman, Purcell's Cove Road

MOVED by Alderman Abbott, seconded by Alderman Hogan that, as recommended by the City Planning Committee:

1. the rezoning from R-1 Residential to R-4 Residential of the Lands of Herman Newman, Purcell's Cove Road be forwarded to Council for a public hearing without recommendation;
2. a date for a public hearing be set;
3. the area outlined on the plan attached to the Staff Report dated December 1, 1970 be designated as the area within which persons will be notified of the public hearing;
4. Staff prepare and submit a further report with respect to (1) the dedication of land for widening of Purcell's Cove Road, and (2) reservation and dedication of land for rights-of-way for local streets and walkways through the property, prior to the public hearing.

Motion passed.

Lot 19 Princeton Avenue, Spryfield - Resubdivision of Lands Owned by Mr. Norman Davey

MOVED by Alderman Allen, seconded by Alderman Sullivan that, as recommended by the City Planning Committee, the resubdivision of Lot 19, Princeton Avenue (Lands owned by Mr. Norman Davey) into Lots 19A and 19B, as shown in Case No. 2177 on Plan No. P200/4146, be approved and that Staff be instructed to negotiate with Mr. Davey on the purchase of an abutting parcel of land measuring 6' x 130', owned by the City of Halifax. Motion passed.



Africville Follow Up

TO: Mr. Harold Crowell, Social Planner
FROM: D. C. Slayter, Administrative Assistant
DATE: December 11, 1970
SUBJECT:

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

Replied Dec. 14/70
AMS

Mr. Henderson would like to know if the \$500,000 mentioned in the Africville Action Committee's report (see attached copy) is an accurate figure? Moreover, is it all inclusive, i.e., cost of properties, purchase of furniture, cost of moving residents to new homes, Credit Union expenses, lawyers fees, staff time, etc.?

D. C. Slayter
Administrative Assistant

DCS/mjm
Attachment

(2)

The Africville relocatees have not received the employment or the other considerations recommended in the Rose report which was accepted by the City, the Human Rights Committee, and the Africville people as a minimum basis for relocation.

The relocation of Africville has turned out to be simply a real-estate operation instead of a project in social renewal. The promises of a new start were not fulfilled. While the City may have spent \$500,000 on the relocation project it has obtained 12 acres of valuable land. The scattered Africville people have not done so well. Their plight was recognized by the City two years ago when the Social Planning department reviewed the relocation and subsequently established the SEAVIEW CREDIT UNION to lend money to the relocatees. This Band-Aid measure was doomed to fail since the relocatees in need did not possess adequate financial resources in the first place to take care of additional indebtedness created by making other monies easily available.

R.B.G.
ARE THESE
FACTS
CORRECT

Time is running out: Justice and redress must be obtained for the Africville people now. Reassessment of the present conditions must be undertaken to bring about a meaningful and realistic settlement based upon three critical factors:

- (a) The contract or agreement between the Africville people and the City which has not been honored and was a part of the guarantee promising new opportunities and human renewal in exchange for their community..

feelings of the former Africville people and the assessment of staff, can a realistic redefinition of, and recommitment to, goals be achieved.

.....2

CONFIDENTIAL

*Africville
Followup*

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.¹

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".² 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.

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

² 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.³

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.⁴ Families living in rental accommodations comprise the group experiencing the greatest difficulties with regard to housing.

³ 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.

⁴ 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 record⁵ 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.

⁵ 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.

EMPLOYMENT OPPORTUNITIES PROJECT

for

COMPETITIVELY-DISADVANTAGED CLIENTS

Social Planning
City of Halifax
September, 1970
Appendix A

EMPLOYMENT OPPORTUNITIES PROJECT FOR COMPETITIVELY-DISADVANTAGED CLIENTS

Evolution of Project

In the Spring of 1969, Social Planning co-operated with Canada Manpower in a Work Orientation Program for Culturally-Disadvantaged Clients. This six-week demonstration project involved seven welfare dependents characterized by one or more of the factors commonly associated with the poverty syndrome including sporadic work patterns, low level of academic achievement and lack of job skills, and poor work attitudes and performance. By means of placement in carefully selected job settings, with the employers' knowledge of and support for the project's objectives, and with supportive counselling to assist with personal and family problems as well as difficulties encountered on the job, these men were helped to develop healthier work attitudes and practices, leading to employment of a more permanent nature.

In the summer of 1969, a second special manpower project was initiated on a co-operative basis between Social Planning and Manpower personnel, the purpose of which was to bring the services of these two agencies to bear on clients identified as being "difficult cases and mutually known to both agencies", and to determine additional services required to enhance the welfare dependent's opportunities for obtaining and maintaining employment.

Emerging from these demonstrations was a concensus that a more intensive and comprehensive approach was needed to make any significant contribution in the alleviation problems of the so-called "able-bodied unemployed" welfare dependent. Thus began the effort in September 1969 to launch a Work Activity Project under the joint sponsorship of Manpower and Social Planning, the stated goal of which was "to break the pattern of dependency" by identifying, and assisting with the reduction or elimination of, the causative factors, and by providing a work setting and job experience to help the participant prepare himself to obtain stable permanent employment or to embark on a course of further training.

The attempt to implement this proposal, requiring the creation of a work activity program, has been frustrated by various institutional constraints imposed by City Union requirements, Federal Manpower regulations, and the fact of Social Planning being a municipal agency. For these reasons, the proposed Work Activity Project is officially abandoned with the presentation of the accompanying proposal as an alternative.

PROJECT PROPOSAL

Objectives

It is proposed that our Employment Opportunities Project be initiated under the joint sponsorship of Social Planning and Manpower, with two primary objectives:—

1. To render employable twenty-five (25) competitively-disadvantaged clients known to both agencies by involving them in a comprehensive but individualized program of pre-employment orientation and training; counselling on an individual, family and group basis as indicated; supervised job placement with support measures; and follow up during a permanent job adjustment phase, the project to take place over an approximate eight months period.
2. To document and evaluate the results of the project in relation to a control group who, during the same time period, will receive Manpower and Social Services through regular delivery channels only.

/Sheet 2

Initially, fifty (50) candidates will be selected jointly from the files of Canada Manpower (Cornwallis Street Branch) and Halifax Social Services (North End Branch offices), according to the following criteria:

- (i) lives within the geographic districts encompassed by the Gottingen and Barrington Street offices of Halifax Social Services, namely, north of the Cogswell—Quinpool Road boundary and east of Dutch Village Road.
- (ii) male, with at least one dependent
- (iii) in receipt of municipal social assistance due to unemployment or sporadic employment during three or more months out of the last twelve
- (iv) literacy
- (v) lack of marketable job skills
- (vi) no physical or psychiatric disabilities so severe as to interfere with continous employment requiring some degree of physical stamina though not necessarily heavy physical labor. That is, requires remedial and supportive, rather than rehabilitative services.
- (vii) potential for adapting to a work setting and some desire to enhance his life circumstances
- (viii)

Research Component

On a random basis, one half of the group selected according to the above criteria will be offered the opportunity to participate in the project and will therefore comprise the experimental group.

By means of reports and tests designed to measure performance and achievement, the progress of participants will be carefully documented in an effort to identify those factors determining success or failure in relation to the stated objectives.

The twenty-five clients not offered the opportunity to participate in the project will comprise the control group. In an effort to determine the effectiveness of the project, the control group identifiable as such only by personnel assigned to the project, will continue to receive regular services through usual Manpower and Halifax Social Services channels. At the conclusion of the project, a determination of whether participation has produced any significant results may be made by comparing the progress of the experimental with the control group.

An attempt will also be made to conduct a cost-benefit analysis of the project. By comparing social assistance expenditures for the experimental group with those for the control group both during the course of the project and after completion, it will be possible to determine whether expenditures associated with carrying out the project will have been warranted.

In a joint interview with the Manpower and Social Planning staff assigned to the project, the client shall be offered the opportunity to participate in the Employment Opportunities Project. An attempt should be made:

- (i) to familiarize the client thoroughly with the project objectives, stressing the comprehensive nature and co-ordinative aspect of the program;
- (ii) to make the client aware of the reasons for his being suggested as a candidate in relation to these objectives;
- (iii) to make the client cognizant of his responsibilities at each stage of the project;
- (iv) to stress to the client that his refusal to participate in the project would not interfere with his subsequent eligibility for social assistance
- (v) to inform the client of any allowances or incentives over and above present social assistance, for which he may qualify as a condition of his involvement;
- (vi) to stress that commitment to follow through to the final stage of permanent employment, if attainable, is essential to the successful fulfilment of the project objectives and should be a condition of further involvement. (Every effort should be made to prevent participation in the program from becoming just one more temporary job situation or increased income source.)
- (vii) to make the client aware of the realities involved in obtaining permanent employment in relation to current conditions of the labor market.
- (viii)

Having committed himself to participation in the project, the candidate becomes a member of the group which, during a projected 6 - 8 weeks, is engaged in the following activities under the joint direction of the Manpower and Social Planning special project team:

- (i) discussion re: general problems of employment: implications of being in the "most vulnerable" segment of the labor force (last hired - first fired, subject to lay-off, etc.) and provision of factual information re: general employment conditions
- (ii) identification of more specific individual attitudes and behavior patterns associated with sporadic employment
- (iii) discussion and attempt to deal with disincentives to work identified by the group
- (iv) determination of individual interests, aptitudes and achievement levels, utilizing testing facilities where applicable
- (v) exploration of realistic alternatives for employment, both short and long term (upgrading, training, steady employment supplemented by social assistance, continuing sporadic employment, "job creation", etc.)
- (vi) work orientation counselling re: employers' expectations relating to punctuality, attendance, appearance, responsibility, productivity, etc.

(vii) examination . . .

- (vii) examination of relationships with employer, fellow workers and family, as they affect job performance
- (viii) improvement of job search, application, and interview techniques
- (ix) participation with prospective employers in group sessions involving mock interviews, role playing etc.
- (x) consumer education pertaining to consumer rights, consumption patterns, wise spending, false advertising, costs of borrowing, etc.
- (xi) assistance with budgetting, consistent with social assistance allowances as well as future self-earned income, where an increase can be anticipated
- (xii) video tape recording of group sessions and the use of these for study and discussion by the group

Incentives to Participation

During the pre-employment phase outlined above, participants will continue to receive social assistance for which they qualify as unemployed heads of households. However, case transfers will be made from the present Social Services worker to the Special Project worker under Social Planning who will be responsible for any continuing social assistance to participant families.

Financial incentive for recipients to participate in the Employment Opportunities Project will be offered in the form of the Work Incentive Allowance which presently consists of five dollars (\$5.) weekly exempted from earnings in the budget calculation, in this case to be added to the assistance paid out to the recipient.

An effort will be made to offer, in addition, special incentives to further induce participation, such as extended dental and optical services. An attempt will also be made to provide temporary relief from financial debts which frequently serve as a disincentive to employment. (Reference is made to the recently enacted Insolvent Debtor Legislation which may be applicable in some instances.)

Counselling

In addition to group counselling dealing specifically with work orientation, individual and family counselling will be offered by the social worker assigned to the project where individual and/or family adjustment problems present obstacles to healthy job adaptation of the project participant. The participant will be viewed, therefore, as the principal client but the worker will be concerned with total family functioning, and to this end, will engage in assessment and referral of any family members requiring specialized services, and will serve as co-ordinator for the "service input" of other social agencies, where such co-operation can be obtained.

Job Recruitment

Responsibility for recruiting placements for the three-month job training phase will be assumed by the Manpower counsellor who will endeavor to find employers meeting the following criteria:

- (i) offering jobs suitable to the limited skills and achievement levels of the project participants
- (ii) demonstrating a commitment to the project objectives and some understanding of the circular cause-effect relationship between sporadic employment and poor work habits
- (iii) willingness to furnish a genuine training experience (primarily in the development of appropriate and acceptable work habits under supervision) under contract with Manpower, as opposed to exploitation of a cheap labor source), and agreement to make special provisions by prior arrangement for participants to attend group counselling sessions, agency appointment, etc. as required
- (iv) willingness to engage in pre-employment dialogue either directly with candidates or indirectly through the project personnel re: employers' expectations re: work performance, etc.
- (v) agreement to conduct periodic evaluations of the participant's progress and, meet with project personnel and participant around difficulties which may arise in the job setting
- (vi) willingness to offer participant permanent employment at end of training phase conditional upon satisfactory job performance
- (vii)

An effort will be made to match interests expressed by project participants with job settings. In the event that placements cannot be procured for all participants, project personnel will explore, consistent with the interests of the group, possibilities for creating a work project to be initiated and carried out by all or part of the participant group. Subsequently, on the basis of satisfactory performance, improved work attitudes and habits, etc. developed in the course of such a work project, further attempts at job placement might be made.

Job Placement

Upon successful completion of the pre-employment orientation phase, the participant will be placed for training in a job setting meeting the forgoing specifications outline for job recruitment.

During this 3-month training period, intensive supportive services will continue, to include regular group counselling sessions dealing with problems encountered in the job situation; individual counselling primarily for purposes of discussing employer evaluations, specific problems arising in relation to job performance, and future employment plans; and such other services as may be required by the principal client or his family members to enhance individual and family functioning, thereby creating a healthier total environment for the project participant.

/As provided by . . .

As provided by the Manpower Training in Industry regulations, the employer will be reimbursed for cost of training, and will in turn pay a wage of the project participant during the three-month training phase. It is obviously desirable that such wage provide the participant with an income which is higher than the present level of social assistance for which he qualifies. However, recognizing that the "going" wage level for such an employee (which is the amount that should be sought) may realistically, fall below current levels of social assistance due to such factors large size of family, excessive rental costs, low level of education and limited skills, etc., the following measures shall be taken:

- (i) An attempt will be made to offer additional incentives to work in the form of assistance with costs associated with employment such as transportation to work, special work clothing or tools required, etc.
- (ii) An effort will be made to increase the allowable work incentive allowance.
- (iii) The client shall be encouraged to accept that earned income from employment supplemented by social assistance is a more satisfactory alternative to total welfare dependence in terms of self-esteem, social acceptability, healthy family relationships, and general mental health, at this point in time, and that this form of public subsidization is clearly his right, not to be viewed as stigmatized in any way.

Permanent Job Placement

Every effort will be made to provide successful participants with permanent employment at the conclusion of the project, either through employers who have provided training being encouraged to make project participants permanent employees, or by seeking other permanent job settings on the strength of the participant's progress in the Employment Opportunities Program.

The employee and employer will be offered continuing support and follow up from project personnel for a 3-month period after permanent employment is obtained, to assist with further adjustment problems which may arise.

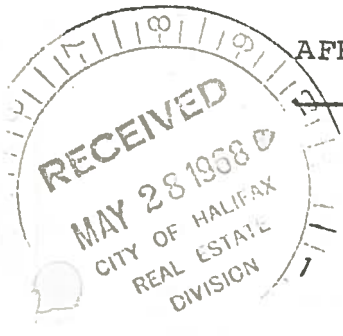
Evaluation

At the conclusion of the project, it will be the joint responsibility of the Manpower and Social Services project team:

- (i) to evaluate the results of the project by comparing the progress of the experimental with the control group
- (ii) to conduct a cost-benefit analysis of the project
- (iii) to attempt to isolate those factors accounting for successful completion of the program by some candidates as opposed to others
- (iv) to determine the adequacy and appropriateness of the specific Employment Opportunities Project
- (v) and subsequently, to make recommendations for further special manpower projects and/or alternative courses of action, on the basis of project results
- (vi) to recommend revisions in social assistance policies pertaining to employment, work incentives, etc. if indicated by findings

AMcD:bmb

Real Estate
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AFRICVILLE SUB-COMMITTEE
M I N U T E S

Council Chamber,
City Hall,
Halifax, N. S.,
May 23, 1968,
3:15 p.m.

A meeting of the Africville Sub-committee was held on the above date.

Present: Alderman Connolly, Chairman and His Worship the Mayor, Aldermen Sullivan and Doyle.

Also Present: City Manager, Director of Development and Secretary.

The City Manager advised that the meeting was called to consider the plight of three families, former residents of the Africville area, who purchased properties in the City contrary to advice from City Staff, and who are now in difficulties due to impending foreclosure on their properties.

He advised that in one case the non-payment of the mortgage is due to mismanagement of money, since sufficient income is received to pay all bills owing, but no details are available with respect to the other families. He asked if the Committee could advise Staff on the course of action they should take.

The Chairman was of the opinion that it would be preferable if Staff could handle the problem.

His Worship the Mayor suggested that it may be necessary to hire a person temporarily to see how the people from the Africville area are making out.

3:25 p.m. Mr. G. Davis arrives.

After further discussion, it was MOVED by His Worship

Africville,
May 23, 1968

the Mayor, seconded by Alderman Sullivan that Staff undertake to do everything within their jurisdiction to assist the people involved, short of a Council decision, and if a specific request needs to be made of City Council, a staff report should be submitted to the next regular Council meeting.

Mr. Davis asked if legal advice is available to persons who get into difficulties from City Staff.

The City Manager said he would check into the Minutes of previous meetings to see what agreements had been reached with respect to legal advice from Staff.

Some discussion ensued with respect to the desirability of holding future meetings of the Sub-committee to look at the overall picture, but no action was taken.

The motion was then put and passed.

3:30 p.m. Meeting adjourned.

ALDERMAN J. L. CONNOLLY
CHAIRMAN

/j1

Mr. MacDonald

AFRICVILLE SUB-COMMITTEE
MINUTES

Council Chamber,
City Hall,
Halifax, N. S.,
February 22, 1967,
4.17 p.m.

A meeting of the Africville Sub-Committee was held on the above date.

There were present: Alderman Connolly, Chairman; Alderman Sullivan, Messrs. G. Davis, H. A. J. Wedderburn and Reverend W. Bryant.

Also present were: City Clerk, Development Officer, Mr. P. MacDonald and Mrs. F. McSweeney.

The minutes of the previous meeting were approved on motion of Mr. Davis, seconded by Alderman Sullivan.

AFRICVILLE RELOCATION PROGRAM

A general report was submitted advising of the following:

1. When the Africville Relocation Program began, it was estimated that there were approximately 75-80 families living in the community of Africville
2. Number of families relocated 52
Settlements approved - families ready to relocate 12
- TOTAL** 64
3. Properties under active negotiation 12
Number of families involved 12
4. Properties to be considered for acquisition 1
Number of families involved 1
5. Properties not in process of negotiation 1
Number of families involved 2
6. Total number of families 79

The report was accepted.

REPRESENTATION ON COMMITTEE

Mr. Wedderburn suggested that Mr. George Grant replace him on the Committee as he (Mr. Grant) felt that sufficient information is not going to the people of Africville.

TO: Members of the Sub-Committee of Council on
Africville and the Representatives of the
Human Rights Advisory Committee

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

DATE: May 24, 1967

SUBJECT: Staff Report - Possible Acquisition - Seaview Baptist Church,
Africville

Within recent weeks, the Minister (Reverend W. Bryant) and the Deacons (Mr. Ralph Jones, Mr. George Mantley, and Mr. Leon Steede) met with Staff to discuss the disposition of the Seaview Baptist Church, Africville. The majority thinking of the Church representatives was that any monies realized from the sale should be used for education purposes through a trust fund.

It was agreed that a public meeting be held at the Church and that the opinion of the residents of Africville be canvassed. The result was a confirmation of the proposal previously discussed by the Minister and Deacons.

The Education Fund would be used for a negro boy or girl from the area, with preference given to a boy or girl from Africville. The Trusteeship would perpetuate the name of Africville and its residents for years to come.

The proposed asking price for the building plus land is \$30,000. The building is approximately 33 feet by 45 feet and rests on a parcel of land, which is approximately 20,000 square feet in area.

The organizational arrangements as far as a Trusteeship is concerned should be the responsibility of the Minister and the Deacons, with the costs involved (legal, etc.) to be deducted from the purchase price.

Respectfully submitted,


P. F. C. Byars
City Manager

PJM/bah

Finance

Rec. 2/67

26/11

ESTABLISHMENT - TRUST FUND - AFRICVILLE

The following report was submitted from Staff:

["At the time of winding up its affairs, the Sub-Committee on Africville recommended that "if after complete expropriation of the Africville area, there is any increase in th

value of the land, by re-sale, or a portion of same, as defined by the City Council of the City of Halifax, that such amount should be allotted to the Trust Fund which has been established by the settlement of the Seaview Baptist Church for the education of the descendants of the area, whose homes were expropriated, and such Fund to expire December 31, 1967."]

The Finance and Executive Committee, on October 5th, 1967, agreed to defer consideration of the matter pending receipt of a staff report showing:

- (a) the total cost to the City of the land and buildings at Africville;
- (b) other costs associated with the relocation of Africville families; and
- (c) the value of the land as determined by an independent appraiser or appraisers.

The cost of property acquisition and relocation of families to date has been calculated by the Finance Department. Staff have, however, recommended against proceeding with an appraisal of the lands at the present time. It is considered that it would be more appropriate to appraise the land at a time when development proposals are under way, so that the appraisal will be closely related to the real economic value. It is the recommendation of staff that the Africville lands not be appraised at the present time, but that the matter be reviewed whenever development is proposed."

After discussion, it was MOVED by Alderman Connolly, seconded by Alderman Moir [that the appraisal of the Africville land be deferred until development of the lands is proposed; and that pending receipt of development proposals, the matter be reviewed every six months.] Motion passed.

Please return to Social Planning -
AMC.D

Finance

Rec. 2/1/67

26/11

ESTABLISHMENT - TRUST FUND - AFRICVILLE

The following report was submitted from Staff:

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value of the land, by re-sale, or a portion of same, as defined by the City Council of the City of Halifax, that such amount should be allotted to the Trust Fund which has been established by the settlement of the Seaview Baptist Church for the education of the descendants of the area, whose homes were expropriated, and such Fund to expire December 31, 1967."

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After discussion, it was MOVED by Alderman Connolly, seconded by Alderman Moir that the appraisal of the Africville lands be deferred until development of the lands is proposed; and that pending receipt of development proposals, the matter be reviewed every six months. Motion passed.

Africville,
July 19, 1967.

could be made as to the property claimed by Stanley Carvery. He felt that if no settlement could be made, the matter should go to expropriation.

It was agreed to defer both property settlements until September.

SEAVIEW BAPTIST CHURCH, AFRICVILLE

A report was submitted from staff advising that the Deacons of the Seaview Baptist Church, Africville, are prepared to accept \$20,000 as full payment for their church. It is understood that organizational arrangements, etc. as far as a Trusteeship is concerned, will be the responsibility of the Church leaders.

Reverend Bryant asked that this settlement be left open until he had an opportunity to discuss this matter with the Deacons of the Seaview Baptist Church.

PROPERTY NOS. 137, 139 AND 139A, CITY PLAN P500/46, AFRICVILLE
MR. HERBERT CARVERY, MR. WILFRED (JACK) CARVERY, MISS MERTLE
CARVERY AND MISS CORA HOWE

MOVED by Alderman Sullivan, seconded by Mr. Davis, that:

- A. 1. The City purchase Mr. Herbert Carvery's interest in Property Nos. 137, 139 and 139A for the sum of \$14,204.50;
- \$13,500.00 - to be paid to Mr. Herbert Carvery,
\$ 704.50 - to be applied against an outstanding
Victoria General Hospital account.
2. A Quit Claim Deed to be signed by Mr. and Mrs. Herbert (Clara) Carvery in favor of the City for their interest in Property Nos. 137, 139 and 139A, Africville.
- B. 1. The City purchase Mr. Wilfred (Jack) Carvery's interest in Property Nos. 137, 139 and 139A, for the sum of \$10,443.12;
- \$10,000.00 - to be paid to Mr. and Mrs. Wilfred Carvery;
such amount to include \$1,000.00 for necessary
household items;
- \$ 207.00 - to be applied against an outstanding
Victoria General Hospital account;
- \$ 236.12 - to be applied against an outstanding tax
account.

rent or mortgage payments, taxes, fuel, electricity, and water shall not, in anyone case, exceed \$115 per month.

Mortgages - 50% of the mortgage payment;

Taxes - actual amount paid per month;

House Maintenance - (home owners only) \$12 per month;

Fuel - actual amount paid up to a maximum of \$20 a month;

Electricity - the actual amount paid up to a maximum of \$12 per month.

An answer to part "C" involves many considerations and therefore is much more complex in X nature. Because X of the complexity of the problem, the opinion of many interested and competent citizens was solicited so that an unbiased opinion could be formed. The general belief was that ould be too cumbersome to realistically reimburse each Africville resident, if the City sold the land in Africville for a profit. Rather, it would be more prudent to continue to determine liberal property settlements at the time of negotiation.

Of particular significance is the fact that for some Africville residents, the City is actually converting an uncertain land asset into an actual cash asset. Therefore, if such residents could be encouraged to invest their cash asset, then the profit realized might probably increase more than the value of the land in question.

Respectfully submitted,

P. F. C. Byars
City Manager

JM/bah

ASSISTANCE, REHOUSING AND PURCHASE OF FURNITURE -
AFRICVILLE RESIDENTS

The following resolution was submitted from the
Africville Sub-committee:

"that this Committee re-affirm that assistance in re-location and in the purchase of furniture to make the home livable, will be available on negotiation, on the basis of need, with Mr. Peter MacDonald of the Development Department".

MOVED by Alderman Meagher, seconded by Alderman Abbott,
that the resolution as submitted, be approved. Motion passed.

Council
Feb 25, 1965

29

Policy Re: Household Furnishings - Africville Families

MOVED by Alderman Abbott, seconded by Alderman
A. M. Butler that, as recommended by the Finance and Executive
Committee, City Council adopt a policy whereby necessary house-
hold furnishings for needy Africville families will be provided
by the City and the cost of providing such furniture be claimed
through the provisions of the Social Assistance Act. Motion passed.

- 217 -

file

TO: Members of the Sub-Committee of Council on
Africville and the Representatives of the
Human Rights Advisory Committee

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

DATE: December 12, 1966

SUBJECT: Furniture Allowance

As the Africville program progresses and property settlements become more numerous, minor problems are coming forward which require the thinking and direction of the Representatives of the Human Rights Advisory Committee and the Members of Council on Africville.

One such problem relates to the residents of Africville who are renting and who have no interest per se in land and/or buildings. Ordinarily, when a property settlement is negotiated, it is recommended that the tenant be given assistance in locating alternate accommodations.

If accommodations become available quickly, it is then necessary to make immediate plans for the tenant to move to his or her new address.

Generally, the condition of the tenant's furniture is such that most items should be destroyed.

It is suggested that when situations of this nature arise:

1. Staff have the authorization to contact a reputable furniture store and order the necessary household items in relation to the size of the family;
2. Such authorization not to exceed an expenditure of \$1,000;
3. An itemized account of the items purchased be received from the store in question before the account is passed for payment to the Finance Department.

It is estimated that there are no more than eight residents in the community of Africville who are renting their present accommodations.

Respectfully submitted,



P. F. C. Byars
City Manager

PJM/bah

CONFIDENTIAL

TO: Members of the Sub-Committee on Africville
FROM: P. F. C. Byars, City Manager
DATE: November 12, 1964
SUBJECT: Africville

On January 16, 1964, the City Council of Halifax approved the recommendations concerning the relocation of the residents of Africville. In essence, the City of Halifax committed itself to compensate the residents of the area for all legal and moral claims to ownership to property, to provide alternate housing at reasonable rentals and to provide guidance and casework service with regard to employment, education and personal problems.

Housing

There are a number of home owners in the community of Africville who have a bona fide title to their property either by deed or through possession. However, in general, the land titles are very difficult to determine and much time and effort is necessary to define who are the legal owners. It has been generally agreed that in instances where there is no clear legal title, the City of Halifax will recognize any reasonable title; the value of the property in all cases can best be determined by individual appraisals. In instances where there is no land value but only a building, the policy is that a basic \$500.00 settlement be considered and that other factors such as the size of the family, marital status and individual circumstance, be taken into consideration. Also with regard to the purchase and eventual settlement with the City, it has been recommended that assistance be made available for the purchase of household goods to families where such need is exemplified.

General Progress

Since June, 1964 approximately 53 out of a possible 75 families have been visited regarding their eventual relocation. Several families have been seen on a regular basis because of their particular position within the community. These persons such as Mr. & Mrs. Steed, Mr. H. Carter, Mr. George Mantley etc. are involved with the Human Rights Advisory Committee, whose particular function is to guide the residents in making reasonable and just decisions.

The City of Halifax has acquired 8 buildings since June, 1964 and at the present time there are 13 property owners who are under active negotiations with the City of Halifax. These settlements when completed, will mean the acquisition of 21 buildings. The reason for the apparent delay in completing these settlements is due to the difficulty in determining the rightful owner. However, these hurdles are being overcome and all residents and owners involved appear to be satisfied with the action taken by the City.

Four families have been relocated in alternate housing and it is significant to report that three are being assisted with their rentals by the City of Halifax. This form of assistance was necessary so that these families could live decently in their new accommodations. Many more families will have to be assisted in this manner for a period of time until they are able to adjust to their new way of living. Many of the residents of Africville have been living on a non-rental basis for years and it will take time for them to adjust their income accordingly.

Finance
Dec 10/64

46

Finance,
December 10, 1964.

ASSISTANCE - REHOUSING AFRICVILLE RESIDENTS

The following resolution was submitted from the
Africville Sub-committee:

"that this Committee re-affirm the City's
willingness to provide assistance in rehousing
whether it be in the purchase of a home; becoming
a tenant in public or privately-owned housing".

MOVED by Alderman Abbott, seconded by Alderman Meagher,
that the resolution, as submitted, be approved. Motion passed.

TO: His Worship the Mayor and Members of the
Sub-committee of Council on Africville

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

DATE: February 16, 1965

SUBJECT: Staff Report - Africville - Supplemental Assistance


Since the relocation programme for the residents of Africville was initiated by the City in June, 1964, many problems have been overcome. One problem, however, which requires the affirmation of the Africville Sub-committee and Council concerns residents who are in receipt of a \$75.00 a month pension from either Blind Person's Allowance, Disabled Person's Allowance, Old Age Assistance, or Old Age Security and who are paying rent for their present accommodations.

When residents in this income bracket are required to move to alternate accommodations their primary fear is one of not being able to meet their daily living expenses. They feel that the increase in rental will seriously affect their budget and will of necessity require rearrangement of their finances.

Generally the policy of the City Welfare Department is not to supplement recipients of Blind Person's Allowance, Disabled Person's Allowance, Old Age Assistance or Old Age Security. However, to assure the recipients that their living costs will not be seriously affected it is felt that supplementation to their monthly income is a necessity. It is suggested that the Africville Sub-committee agree to such supplementation for Africville residents providing that in no case shall it go beyond December of 1966. It is not intended that this supplementation should contravene the already established policy of the City Welfare Department.

Under Part II of the Social Assistance Act, supplementation to income may be claimed on a cost sharing basis with the Provincial and Federal Government participating. In essence, this means the City will be reimbursed two-thirds the cost of supplementary assistance which may be paid to those who qualify.

Respectfully submitted,


P. F. C. Byars,
for City Manager

PJM/reo

68
Council,
February 25, 1965.

Supplementary Welfare Assistance - Africville Families

The following recommendation was submitted from the Finance and Executive Committee:

"THAT in order to assure Africville residents who are recipients of the Blind Person's Allowance, Disabled Person's Allowance, Old Age Assistance or Old Age Security that their living costs will not be seriously affected, the Africville Sub-Committee be authorized to provide supplementation to the monthly income of such residents, provided that in no case shall such supplementary assistance extend beyond December, 1966, and that such supplementation does not contravene the established policy of the City Welfare Department".

Alderman O'Brien suggested that the Council should approve the supplementation to the Africville residents rather than the Africville Sub-Committee. He felt that the form of the motion should be changed.

After discussion, it was MOVED by Alderman Black, seconded by Alderman O'Brien, that in order to assure Africville residents who are recipients of the Blind Person's Allowance, Disabled Person's Allowance, Old Age Assistance or Old Age Security that their living costs will not be seriously affected; that City Council agree to the recommended supplementation for Africville residents provided that each such case shall be recommended by the Africville Sub-Committee to the Director of Welfare provided that in no case shall supplementary assistance extend beyond December, 1966. Motion passed.

Members of the Sub-Committee of Council on
Africville and the Representatives of the
Human Rights Advisory Committee

P. F. C. Byars, City Manager

March 3, 1967

SUBJECT: Staff Report - Africville Relocation Program

The December 7, 1967 meeting of the Representatives of the Human Rights Advisory Committee and members of the Sub-Committee of Council discussed the possibility of extending some features of the Africville Relocation Program. Staff was asked to prepare a report giving special attention to:

- A. Continued legal assistance for a five-year period to Africville residents who have purchased homes;
- B. Welfare assistance for Africville residents who have become involved in mortgage payments; and
- C. Reimbursement to Africville residents who owned property in the community of Africville, if the land in Africville is sold for a profit by the City.

With regard to question "A" the Legal Department of the City is prepared to continue assistance to the residents of Africville who have become involved in home ownership.

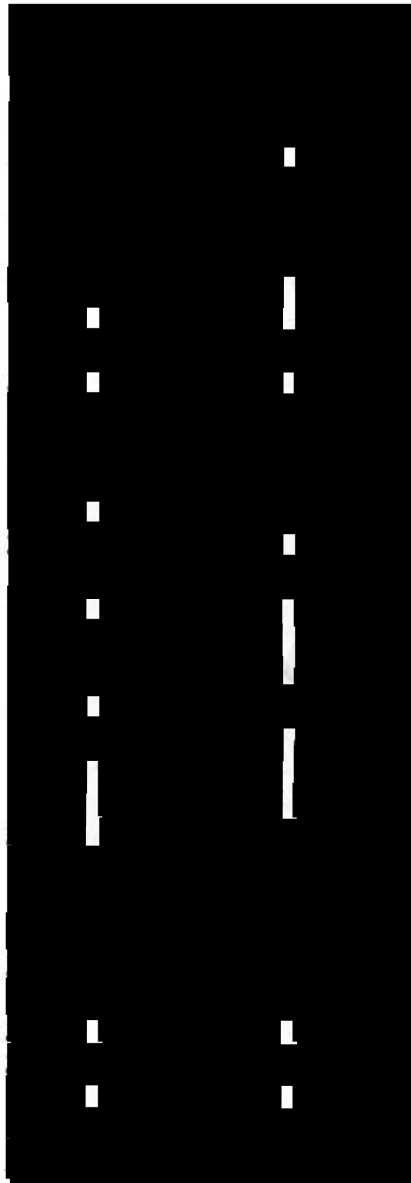
An answer to question "B" is found within the section of the Social Assistance Act, which relates to persons in need. The Act identifies "persons in need" as those persons who, by reason of inability to obtain employment, loss of the principal family provider, illness, disability, or other cause of any kind acceptable to the Provincial Authority, is unable (on the basis of a test by the Provincial Authority that takes into account that ~~part~~ a person's budgetary requirements and the income resources available to him to meet such requirements) to provide adequately for himself, or for himself and his dependents or any of them.

Therefore, it can be assumed that persons qualifying for assistance because of health and for employment reasons, will be assisted according to "budgetary requirements". Budgetary requirements included under the

1. Food
2. Clothing
3. Rent - The actual amount up to \$100 per month. The sum total of

* Africville Relocates

1 bedroom
 1 bedroom
 2 bedroom
 1 bedroom
 bachelor
 1 bedroom
 1 bedroom
 2 bedroom
 bachelor
 bachelor
 bachelor
 2 bedroom
 2 bedroom
 2 bedroom
 1 bedroom
 bachelor
 bachelor
 2 bedroom
 1 bedroom
 bachelor
 bachelor
 bachelor
 1 bedroom
 1 bedroom
 1 bedroom
 1 bedroom
 1 bedroom
 1 bedroom
 2 bedroom
 2 bedroom
 1 bedroom
 bachelor



*Mrs. Rose Swami 2 adults
 *Mr. Fred Dunsworth 2 adults
 Mrs. James Runacres 2 adults - 1 teenage girl
 Mr. Thomas Neville 2 adults
 Mr. Harry MacLean 1 adult
 Mr. Richard Byrne 2 adults
 Mr. Frank White 2 adults
 Mrs. Mathilda Driscoll 3 adults
 Mr. Thomas Barry 1 adult (Senior Citizen?)
 Miss Carol White 1 adult
 Mr. John McLaughlin 1 adult (Senior Citizen?)
 Mrs. Helen Ashton 2 adults
 Mr. Archibald MacNeil 3 adults
 Mrs. Mary Savary 2 adults - 2 boys (15 - 14)
 Mr. John Morris 2 adults
 *Mr. Kenneth Elcock 1 adult
 Mr. Frank Jones 1 adult
 Mr. Michael Bergeron 2 adults - 2 boys (3 - 2)
 Mrs. Ester McNeil 2 adults (Senior Citizen?)
 Mr. Ronald Beaton 1 adult (Senior Citizen?)
 Mr. Joseph Torrville 1 adult
 Mrs. Helen Murphy 1 adult - 2 teenage boys
 Mr. Melvin Berry 2 adults
 Mr. Kenneth G. Profit 1 adult
 Mrs. Marie Haynes 1 adult
 Mrs. Alma MacAlduff 1 adult
 Mr. Bert Smithers 2 adults
 Mr. James Smith 2 adults
 Mrs. Agnas Cederberg 2 adults
 Mr. Harry Lilly 2 adults
 Mr. Walter Larder 2 adults
 Mrs. Janet Levy 2 adults
 Mrs. Rosanne MacLean 2 adults
 Mr. Wilfred Kelly 3 adults
 Mr. Stanley Wheeler 2 adults
 Mr. Daniel Bell 1 adult (Senior Citizen?)

bachelor
1 bedroom
bachelor
1 bedroom

[REDACTED]

Mr. John Desmond
Mr. Ewart Young
Mrs. Elizabeth Clarke
Mrs. Evelyn Brown

1 adult
2 adults
1 adult
2 adults

1 bedroom
1 bedroom
1 bedroom
1 bedroom
1 bedroom

[REDACTED]

Mrs. Jean Zinck
Mr. Blaine Tynes
Mrs. Marian Manuel
Mr. B. V. Berranger
Mr. James McNeil

2 adults
2 adults
2 adults
2 adults
2 adults

bachelor

[REDACTED]

Mr. Timothy Murphy

1 adult

2 bedroom

[REDACTED]

Mr. Ray Comeau

2 adults - 1 child

2 bedroom
2 bedroom
bachelor

[REDACTED]

*^{Mrs.} Miss Betty Black
Miss Juanita Davis
Miss Margaret Pautie

1 adult - 2 boys
1 adult - 2 girls
1 adult (Senior Citizen?)

1 bedroom

[REDACTED]

Mr. Lawrence Bennett

2 adults (Senior Citizen?)

1 bedroom
2 bedroom

[REDACTED]

Mr. Cecil Harrington
Mr. Maurice Hill

2 adults
2 adults - 1 child

2 bedroom
1 bedroom

[REDACTED]

Mr. Clement DeYoung
Mrs. Alice Boutilier

2 adults - 1 child
2 adults

NOTE: The total numbers indicate a requirement for:

14 - 2 bedroom apartments
25 - 1 bedroom apartments
16 - bachelor apartments

Africville,
February 22, 1967.

Mr. MacDonald stated that he was often asked the question - "How much did so and so get for their property?" The property number only is printed in the paper.

The Chairman suggested that Mr. Grant secure a signed petition from the residents of Africville if they wish a representative on this Committee. The petition will be sent to Mr. MacDonald.

MR. GEORGE MANTLEY, AFRICVILLE

A report was submitted from staff respecting consideration on a moral basis to Mr. and Mrs. George Mantley.

MOVED by Alderman Sullivan, seconded by Mr. Davis that:

1. The City consider granting Mr. and Mrs. George Mantley \$3,000 for the purpose of re-establishing themselves; such an amount to include \$500 for necessary household items;
2. Assistance in acquiring alternate public housing accommodations;
3. Assistance in moving their household effects to the new place of residence;
4. Assistance with their rental payments.

Motion passed.

PROPERTY NO. 62, CITY PLAN P500/46, AFRICVILLE, MR. JOSEPH WILLIAMS

A report was submitted from staff respecting negotiations for the above property.

MOVED by Mr. Wedderburn, seconded by Mr. Davis that:

1. The City consider Mr. Joseph Williams as the alleged owner of Property No. 62, City Plan P500/46, Africville;
2. The City purchase Property No. 62 for the sum of \$5,606.36;
\$4,500.00 - to be paid to Mr. Williams for his interest in Property No. 62;
\$1,000.00 - for necessary household items;
\$ 26.00 - for an outstanding Victoria General Hospital account;
\$ 80.36 - for an outstanding tax account.
3. Welfare assistance to Mr. Williams because he is irregularly employed as a stevedore;

INTERVIEW GUIDE
AFRICVILLE FOLLOW UP STUDY

A.
Family Name.....
Address.....
Telephone No.....

B. STATISTICAL INFORMATION (Specifics on each member living in household)

Name	Marital Status	Relationship to Householder	Age	Education		Employment Status	Stability of Employment	Wages or Hour	Other Sources of Income	Continuation of Education (any member of household) (c- continuing nc - not contin)
				Grade	Training					
1										
2										
3										
4										
5										
6										
7										
8										
9										
10.										
11.										

Sept. 69 - Replaced by questionnaire drawn up & conducted by Magill - Placement Research Team

C. Individuals Response to Present Situation (open-ended)

1. (a) How long have you worked at your present job?
(Record)
- (b) Do you feel that your present job provides an opportunity for promotions, advancements, on the job training etc. (Probe) Yes No (Specify).....
(If Unemployed, ask:)
- (c) What do you feel makes it difficult for you to find and/or keep a job?
.....
(Record)

(For Those Employed)

2. (a) What is it you like most about your present employment? (Probe).....
.....
- (b) What is it you dislike most about your present employment? (Probe)
.....
- (c) Do you feel a need for further education and/or training? Yes No Don't Know
3. Would you be interested in participating in a program of upgrading or training (trades or vocational) if this could be made available to you?
 Yes No Don't Know

If Yes, Why? (Specify).....
If No, Why not? (Specify).....

If Yes for (3) Ask:

4. What type or types of program would interest you most? (Probe)
(Record Comment)
5. Is there anything in particular you would like to see changed or improved within your present situation? (total situation - home, neighbourhood, job etc.)
 Yes No Don't Know
If Yes, What? (Probe).....

6. Interviewer's Remarks:

(Over all impression of family, housing, neighbourhood, etc. Specific comments relating to subjects response to interview, co-operation, interest shown, etc.)

.....
.....
.....
.....
.....

A F R I C V I L L E P R O J E C T

Re-locatees

<u>NAMES:</u>	<u>YEARS:</u>	<u>CATEGORY:</u>	<u># MO:</u>	<u>TOTAL ASSISTANCE:</u>
1. [REDACTED]	Received Assistance from 1951 - 1957			
2. [REDACTED]				
[REDACTED]	1965	Rent	Sept.	72.00
	1967	Rent & groc	11 mos.	1,694.40
	1968	" & "	5 mos.	995.00
3. [REDACTED]	1964 only	Groc.	3 mos.	107.00
4. [REDACTED]	1965	groc.	2 mos.	49.00
5. [REDACTED]	1967	Rent & groc.	11 mos.	552.20
5. [REDACTED]				
6. [REDACTED]	1965	Rent & groc.	5 mos.	191.00
	1968	cloth. & groc.	2 mos.	20.00
7. [REDACTED]				
8. [REDACTED]				
9. [REDACTED]	1968	Basic Req. (groc, rent etc.)	4 mos.	70.00
10. [REDACTED]	No record			
11. [REDACTED]				
12. [REDACTED]	1965	Rent	1 mos.	75.00
13. [REDACTED]				
14. [REDACTED]	CODE # NOT USED			
15. [REDACTED]	No record			
16. [REDACTED]	No record			
17. Mr. Howard Byers				
18. Mrs. Ho ward Byers	1967	Rent & groc.	9 mos	620.00
19. [REDACTED]				
20. [REDACTED]				
21. Miss Sarah Byers	1965	Rent & Furn.	2 mos.	230.00
	1967	Basic Req.	10 mos.	493.00
22. [REDACTED]	Wife code # 2			
23. [REDACTED]	1964	Groc.& Rent	2 mos.	179.00
	1967	rent	8 mos.	900.00
24. [REDACTED]				
25. [REDACTED]	1959	Groc.	3 mos.	50.00
	1962	groc., fuel	2 mos.	17.00
	1967	groc.	3 mos.	396.00
26. Mr. Aaron Carvery	Received assistance 1952 - April - 5.00 - only)			
			Sub-total	6,710.60

NAMES:	YEARS	CATAGORY	# MOS.	T. ASSISTANCE
27. Mr. Edward Carvery	1966	Groc.	Carried Forward 6 mos	6,710.60 196.00
	1967	Groc.	10 mos.	477.60
	1968	Groc.	1 Mos.	3.00
28. [REDACTED]				
	1967	groc.	10 mos.	1,303.56
	1968	groc., rent, Oil	6 mos.	937.00
Code # not used				
30. Miss Hattie Carvery	No Record			
31. [REDACTED]				
32. [REDACTED]	No Record			
33. Lucy Carvery	No Record			
34. Mrs. John(Dorothy) Carvery				
35. Mr. John Carvery	Index Card only			
36. Mr. Milton Carvery	No Record			
37. Miss Myrtle Carvery	1962	Groc.	8 Mos.	72.00
	1965	Groc.	12 Mos.	730.00
38. [REDACTED]	No Record			
39. [REDACTED]	" "			
40. Code # not used				
41. [REDACTED]	Index only			
42. [REDACTED]	" "			
43. [REDACTED]	" "			
44. [REDACTED]	" "			
45. Mr. William Carvery	1961 only	Groc.	1 mos.	20.00
46. [REDACTED]	No Record			
47. [REDACTED]	" "			
48. [REDACTED]	" "			
49. [REDACTED] y	" "			
50. Miss Hazel Cassidy	" "			
51. Mrs. Elsie Desmond	1959	Groc.	2 mos.	14.00
	1960	Groc.	1 mos.	14.00
	1966	Rent	1 mos.	150.00
	1967	Rent	12 mos.	1,535.00
52. Douglas Chisholm	No Record			
53. Mrs. Douglas Chisholm	" "			
54. Mrs. William Clayton	" "			
55. Mr. William Clayton	" "			
56. [REDACTED] d (wife file 133)	*****			

Sub-total 12,162.76

NAMES:	YEARS	CATAGORY	# MOS.	T. ASSISTANCE:
				Carried forward 12,162.76
57. Cecil Dixon				
58. Mrs. Cecil Dixon	1965	Rent	2 mos.	150.00
	1966	Rent	9 mos.	728.00
	1967	Rent & groc.	9 mos.	457.00
59. Mrs. Dora Dixon	1967	Rent & Groc.	7 mos.	520.00
60. [REDACTED]	1964	Rent & Groc.	6 Mos.	497.00
	1965	" "	3 mos.	131.00
61. [REDACTED]	1966	" "	4 mos.	130.00
62. [REDACTED]	1967	" "	3 mos.	98.00
	1968	" "	4 mos.	400.00
	1967	" "	10 mos.	1,025.00
	1968	" "	2 mos.	95.00
63. Mrs. Theresa Dixon	No assistance since 1958			
64. Mrs. Chrintina Downey				
65. David Dison	No record			
66. Mrs. David Dixon	No record			
67. [REDACTED]				
68. to 71 (code not used)				
72. [REDACTED]	No record			
73. Mr. Ken Elcock	No record			
74. [REDACTED]	No record			
75. [REDACTED]	" "			
76. [REDACTED]	1962	Groc.	3 mos.	70.00
	1965	Groc. & oil	10 mos.	526.00
	1969	Rent & Furn.	2 mos.	226.35
77. [REDACTED]	Above			
78. Effie Flint	Assistance 1950, 1954 only			
79. [REDACTED]	1959	Groc.	10 mos.	164/00
	1962	"	11 mos.	217.50
80. [REDACTED]	Index only			
81. William Fowler				
82. Mrs. W. Fowler	1964	Groc.	2 mos.	75.00
	1965	"	1 mo.	45.00
83. Mrs. William Gordon	1959	Groc.	6 mos.	112.00
	1962	"	1 mo.	9.00
	1964	"	4 mos.	114.00
84. [REDACTED]	Index only			
85. [REDACTED]	" "			
			Sub-total	17,952.61

NAMES: YEARS: CATAGORY: # MOS. T. ASSISTANCE

Carried forward 17,952.61

86.	[REDACTED]				
87.	[REDACTED]	1965	Groc. & Rent	12 mos.	457.00
		1966	" "	7 mos.	577.00
88.	[REDACTED]	1965	Furn. & Rent	8 mos.	845.00
		1968	Groc.	4 mos.	165.00
89.	Percy Howe	1965	Rent & groc.	5 mos.	316.00
			(could be active Gott. St. Office.)		
90.	Russell Howe (Rose Swami)	Gottingen St. Office			
91.	Thomas Howe	1967	Basic Req.	1 mos.	106.00
92.	Mr. Ralph Jones	No Record			
93.	[REDACTED]	" "			
94.	Wilfred Jackson	1965	Groc.	1 mos	10.00
95.	Mrs. W. Jackson	Above			
96.	Mr. Charles Mantley	1961	Groc.	1 mos.	57.00
		1962	"	1 mos.	7.00
97.	Mrs. C. Mantley	Above			
98.	Mr. George Mantley				
99.	Mrs. G. Mantley	No assistance ' 54			
100.	Mrs. Sarah Mantley	No record			
101.	Mr. Granville Newman	" "			
102.	Mrs. G. Newman	" "			
103.	[REDACTED]				
104.	[REDACTED]	1962	groc.	4 mos.	50.00
		1965	groc. & rent	11 Mos.	1,722.00
		(still active in Gott. St., office)			
105.	Clement Marsman				
106.	Mrs. C. Marsman	1959	Groc.	4 mos.	82.00
		1966	rent	1 mos.	40.00
107.	Mrs. June Jackson	No Record			
108.	Mr. Walter Nichols	1965	Groc.	2 mos.	30.00
		1968	"	4 mos.	71.00
109.	[REDACTED]	Index only			
110.	[REDACTED]				
111.	James Paris				
112.	Mrs. J. Paris				
113.	Mrs. Annabel Regis				
114.	Mr. Vincent Simms	1964	Transportation		
			Hfx.-Kentville by bus		3.00
115.	[REDACTED]	No Record			
116.	[REDACTED]	" "			
117.	Leon Steed	No assistance since ' 58			
118.	Mrs. L. Steed	"			
119.	[REDACTED]	Index only			
120.	Mr. David Stewart	Index only			
121.	Rose Swami	1962	Groc.	11 Mos.	220.00
		(try Gott. St. for recent assistance)			
122.	Code # not used				
		sub-total			22,710.61

NAMES:	YEARS:	CATAGORY:	# MOS.	T. ASSISTANCE:
			Sub-total	22,710.61
123.	[REDACTED]	1960	Groc.	1 mos. 19.00
		1968	Groc.	1 mos. 60.00
124.	Mrs. Ella Thomas	No record		
125.	[REDACTED]	Index card		
126.	[REDACTED]	Try Gott. Office		
127.	[REDACTED]	1965	Groc.	6 mos. 320.00
		1967	Rent & cloth.	9 mos. 1,923.81
128.	Evelina Tolliver	Index only		
129.	Mr. Joseph Williams			
		1965	Groc. & oil	6 mos. 404.00
		1959	" "	12 mos. 754.00
		1962	" "	12 " 734.00
130.	[REDACTED]	No Record		
131.	[REDACTED]	1959	Groc.	3 mos. 25.00
		1967	Groc., Oil	4 mos. 285.00
132.	Code # not used			
133.	[REDACTED]			
	[REDACTED]	1965	Groc, Rent, Oil	12 Mos. 862.00
		1966	" " "	12 Mos. 1,600.00
				(may still be active Gott. Office.)
134.	Code # not used			
135.	[REDACTED]			
	(Husband Code# 80)	Index		
136.	Joseph Skinner			
	(# 148 Rita Brown	No Record		
137.	Herbert Carvery	" "		
138.	Mrs. Herbert Carvery	See # 28		
138.	Code # not used			
139.	Mrs. Ed. Carvery	See # 28		
140.	[REDACTED]			
141.	[REDACTED]			
142.	[REDACTED] ty	1967	Groc. & Rent	10 Mos. 816.00
143.	[REDACTED]	Index		
144.	Code # not used			
145.	Code # not used			
			Sub-total	30,513.42

NAMES: YEARS: CATAGORY: # MOS. T. ASSISTANCE:

Sub-total \$ 30,513.42

146.	██████████				
147.	██████████	1967	Groc., Oil	8 mos.	577.05
		1968	" " Drugs	7 mos.	576.80
148.	██████████ (██████████)	No record			
149.	██████████	1959	groc.	8 mos.	54.00
		1962	"	12 mos.	202.00
		1965	"	9 mos.	430.00
150.	██████████	No Record			
151.	██████████	1959	Groc.	2 mos.	54.00
152.	██████████	1965	"	1 mos.	37.00

Sub-total 33,020.32

TOTAL: 33,020.32

/dpr

Council,
February 25, 1965.

Supplementary Welfare Assistance - Africville Families

The following recommendation was submitted from the

Finance and Executive Committee:

THAT in order to assure Africville residents who are recipients of the Blind Person's Allowance, Disabled Person's Allowance, Old Age Assistance or Old Age Security that their living costs will not be seriously affected, the Africville Sub-Committee be authorized to provide supplementation to the monthly income of such residents, provided that in no case shall such supplementary assistance extend beyond December, 1966, and that such supplementation does not contravene the established policy of the City Welfare Department".

Alderman O'Brien suggested that the Council should approve the supplementation to the Africville residents rather than the Africville Sub-Committee. He felt that the form of the motion should be changed.

After discussion, it was MOVED by Alderman Black, seconded by Alderman O'Brien, that in order to assure Africville residents who are recipients of the Blind Person's Allowance, Disabled Person's Allowance, Old Age Assistance or Old Age Security that their living costs will not be seriously affected; that City Council agree to the recommended supplementation for Africville residents provided that each such case shall be recommended by the Africville Sub-Committee to the Director of Welfare provided that in no case shall supplementary assistance extend beyond December, 1966. Motion passed.

Box 2 H

AFRICVILLE FOLLOW-UP PROPOSAL

submitted by
Social Planning Staff
City of Halifax
February 4, 1969

DRAFT ONLY

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.

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".² Having clearly identified the fundamental needs of the people of Africville as housing, employment, and income, and urged that strong forces be brought to bear concurrently on the three problem areas, Dr. Rose concluded his report of November 1963 on a note of caution - warning that failure to implement recommended social and economic assistances 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 the counsel of the Rose Report in their Africville Relocation efforts between June 1964, and October 1967. Rather, reference is made here to the Rose Report as it takes on significance in relation to current circumstances of families relocated from Africville.

¹ 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.

² Dr. Albert Rose, REPORT OF A VISIT TO HALIFAX WITH PARTICULAR RESPECT TO AFRICVILLE, November 1963, Page 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

FINDINGS OF SURVEY

In the month of December, through the extensive efforts of the entire 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.³

³- 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 house-keeping 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.

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.⁴ Families living in rental accommodations comprise the group experiencing the greatest difficulties with regard to housing. 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 record⁵ 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.

Reference is made to staff and Africville Sub-Committee correspondence on record fixing policy that the Solicitor's Dept. 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.

⁵ Dr. Rose's Report, op.cit., Page 6.

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 factor 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 reveals one family in six to be headed by a female person, not all of whom were "dependent families". Information compiled from the completed questionnaires shows, in contrast, approximately one in three of the relocated families to be headed by females, all but two of whom are dependent upon welfare assistance.

The second rather 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.

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. 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.

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 Dept. 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 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.

TO: Members of the Sub-Committee of Council
on Africville and the Representatives of
the Human Rights Advisory Committee

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

DATE: February 21, 1967

SUBJECT: Staff Report - Africville Relocation Program

In December, 1963, City Council accepted the recommendations outlined by Dr. Albert Rose in his report to the City regarding the relocation of the residents of the community of Africville. Dr. Rose's report stated in part that the Africville Relocation Program should be "phased out" over a three-year period. The "phasing out" period will come to completion on May 31, 1967, at which time the City will have concluded its commitment "per se" in relation to the Africville Relocation Program.

The December 7, 1966 meeting of the Representatives of the Human Rights Advisory Committee and Members of the Sub-Committee of Council on Africville discussed the possibility of extending some features of the program. Staff was asked to prepare a report giving special attention:

1. Continued legal assistance for a five-year period to Africville residents who have purchased homes;
2. Welfare assistance for Africville residents who have become involved in mortgage payments;
3. Reimbursement to Africville residents who owned property in the community of Africville, if the land in Africville is sold for a profit by the City.

With regard to question number one, the Legal Department of the City is prepared to continue assistance to the residents of Africville who have become involved in home ownership.

The second point probably should be qualified to conform to the regulations of the Social Assistance Act. This Act requires that if a resident of Africville has become a home owner and is unable to meet his obligations because of health and/or employment reasons that the amount of municipal assistance be sufficient to include mortgage payments and the ordinary day-to-day living expenses as per the Social Assistance Scale.

An answer to question three involves many considerations and therefore is much more complex in nature. The opinion of many interested community citizens has been sought. The universal answer was that it would be too cumbersome to realistically reimburse each resident if the City sold the Africville land for a profit. Rather it would be more beneficial to determine liberal property settlements at the time of negotiation. Staff are of the opinion that settlements made have been fair to both the residents and to the City.

Another argument advanced was that for some residents the City is actually converting an uncertain land asset into an actual cash asset. Therefore, if such residents could be encouraged to invest their cash asset, then the profit realized would probably increase more than the value of the land. Settlements which have been made

on the uncertain land asset appear to be in excess of the amounts which could be now obtained for lands with clear title.

Respectfully submitted,



P. F. C. Byars
City Manager

PJM/bah