

COMMITTEE OF THE WHOLE COUNCIL  
MINUTES

Council Chamber,  
City Hall,  
Halifax, Nova Scotia,  
October 24, 1962,  
3 30 p.m.

A meeting of the Committee of the Whole Council was held on the above date

There were present His Worship the Mayor, Chairman, and Aldermen DeWolf, Abbott, Lane, Macdonald, Butler, Meagher, LeBlanc, Trainor, Healy and Wyman.

Also present were Messrs. P. F. C. Byars, L. Mitchell, R. H. Stoddard, W. J. Clancey, L. M. Romkey, G. F. West, R. B. Grant, K. Munnich, W. A. Gray and H. B. Jones.

AFRICVILLE

His Worship the Mayor stated that the meeting had been called specially to consider the matter of "Africville", and he referred to the Staff reports, dated July 23, and September 11, 1962, the former of which recommended that five general policies be adopted.

He also referred to the report of the study conducted by the Institute of Public Affairs of Dalhousie University, entitled "The Condition of the Negroes of Halifax City, Nova Scotia", which had recently been submitted.

His Worship the Mayor referred to Page 7 of the Staff report of July 23, 1962, and stated that the opening contention of the Section headed "Conclusions", which follows, is supported by the whole body of law as contained in the City Charter, By-Laws and Regulations of the City:

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

It was decided to first consider separately, the five recommendations contained in the Staff report, dated July 23, 1962.

Recommendation No.1

Families from the Africville Area should be offered alternative accommodation in subsidized rental housing projects. It is suggested that because of the unique position of Africville such offers should not be conditional upon income and that the City should take steps to attain agreement of the Province and the Federal Government in this respect.

Alderman Lane asked how soon would alternative housing be available if the families were displaced.

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The Development Officer replied that the timing would be dependent upon other steps that have been taken by the City, and the timing of the next phase of the public housing program, after completion of the Westwood Park Project, is difficult to control because of the involvement of the senior levels of Government. He concluded by saying that the timing of the offers to the residents of Africville must be tied to housing projects over which the City has some degree of control.

Alderman Lane commented that the indications are that there are no immediate plans to provide alternative housing for the families which is essential before approving the recommended procedure.

His Worship the Mayor stated that the purpose of the discussions is to determine by what means the necessary alternative accommodation can be made available and the timing depends upon whether or not it will be made available.

Alderman Lane asked if there is any indication in the report of the Institute of Public Affairs of the number of the displaced families who will be in a position to find their own alternative accommodation.

The Development Officer replied that the report did not indicate this, but had laid out for the consideration of Council certain basic principles which, if agreed to, could serve as the background for discussions leading to the exact procedure to be followed in reaching a solution to the problem of Africville.

Recommendation No. 2.

That the subsidized rental housing offered to the residents shall be within projects constructed for the total population of the City and that no special project should be built for this Community.

The Development Officer stated that the principle expressed in the Staff report is exactly the principle adopted by City Council with respect to the Uniacke Square Redevelopment Project and the Jacob Street Redevelopment Project, i.e., that the housing offered to the displaced families be of a subsidized nature; and he contended that the difficulties of offering home-ownership as alternate housing are such that no formula has yet been evolved any where in Canada or the U.S.A., to implement this kind of program.

His Worship the Mayor observed that it is not possible, under the

present Federal Legislation to provide desegregated housing for any minority group (other than Senior Citizens) with Federal financial assistance.

Alderman Lane stated that all of the complications of the problem are familiar to the members of Council, but the people who live in Africville find it difficult to understand their position and they want to know how much longer they will be permitted to remain in their present dwellings, and whether or not alternative accommodations will be available a year hence, or next month, or if they will have to make immediate plans to relocate.

She referred to an article on the subject of "Africville" in a recent issue of MacLean's Magazine which criticized the Members of Council for its attitude of apathy towards the problem, and she stated that she was anxious to have it manifested that Council will do whatever is necessary to see that action is taken to provide a solution to the problem which will be fair to all concerned.

His Worship the Mayor referred to Page 4 of the Staff report, dated July 22, 1964, which listed three basic approaches which are available to the City as follows:

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

It was agreed by all members that Council could not justify its position of allowing the present contravention of the City Charter, By-Laws and Regulations to continue at Africville, and action must be taken to solve the problem.

Alderman DeWolf contended that all but two of the families in Africville are colored people who would prefer to remain in that area if possible, and he suggested that a portion of the "Industrial Mile" land be used for the construction of a type of housing similar to that being provided by the Senior Citizens' Housing Group, for the residents of Africville, rather



then placing them in apartments.

He referred to the statistics quoted in the report of the Institute of Public Affairs which showed that 63% of the families have an income of less than \$4,000.00, and he contended that these families neither desire nor can afford the high rents for apartments in the subsidized housing projects, but perhaps the cost of the other type units might be kept low enough to make it economic for them to purchase or rent.

The Development Officer stated that the Federal Government Grant for limited dividend housing loans (for normal project family-type accommodation) is subject to certain conditions, one of which is that the rentals will be such as to meet the needs of the lower third of the income range. The rentals are dependent upon the cost of construction and developers found that it was a difficult problem to provide single family houses because it was necessary to set the rentals in excess of the cost of construction in order to get any return on their investment. Another disadvantage is that in the limited dividend legislation no provision has been made for the subsidization of rentals of families in the lower income groups.

Alderman DeWolf again referred to the report submitted by the Institute of Public Affairs which showed that 35% of the families in Africville have annual incomes under \$1,000.00, and he contended that such families cannot pay any rent and that the problem has to be dealt with in an entirely different basis and consideration would have to be given by the three levels of Government to subsidize 100% of the rent in these cases which involve social welfare.

The Development Officer stated that the implication of the Federal housing legislation is that families which cannot pay rentals on the basis of the minimum income will be required to have their rentals subsidized through welfare agencies.

Alderman MacDonald asked if a survey was made of other settlements outside the City so that a comparison might be made with conditions existing in the various colored communities.

His Worship the Mayor said that he was not aware of any such survey

having been made but that from his own observations it was apparent that there are different kinds of conditions in these areas and the differences in economic conditions and job opportunities of the families are reflected in the types of housing which exist.

He concluded by saying that a similar type report would have to be made in the County in order to make a proper comparison.

Alderman Lane said that she had discussed this matter with Mr. Benson, the Director of the Institute of Public Affairs, who had stated that there are just as urgent problems in the other areas, but the Halifax problem is the only one about which anything is being done.

His Worship the Mayor referred to the point raised by Alderman DeWolf of providing individual dwellings for the Africville families on a portion of the Industrial Mile Area and asked him to elaborate further.

Alderman DeWolf stated that he did not subscribe to the answer given by the Development Officer, and he felt that City Council and the other members of the partnership had not given sufficient consideration to the idea of providing satisfactory housing for these families—that is satisfactory to their needs, not necessarily containing central heating; and he suggested that single-family units or semi-detached units of low cost construction near the area where the people are now located might be feasible which would be acceptable to them.

He concluded by saying that this consideration should be given before a final decision is made, as an alternative to the proposal contained in the Staff report.

Alderman Healy suggested that the people in Africville who will have some equity value in their properties would be able to provide accommodation for themselves for less money outside the City since they seem to want to live in isolation.

#### Recommendation No.3

Where clear title to land and buildings rests with the City as a result of recent expropriations, apparent owners as of the date of expropriation be paid a gratuitous payment of \$500.00 each in exchange for a Quit Claim Deed and vacant possession of the property. Immediately vacant possession is taken by the City, the buildings would be demolished at City expense.

His Worship the Mayor suggested that rather than fix the compensation at \$500.00, that an indication be given that the Council has some empathy for these people and that a reasonable settlement will be arrived at

Recommendation No. 4

Where clear title does not rest with the City, expropriation will be carried out. Owners who are able to prove title can claim through the Courts for compensation and settlement will be effected through the Courts or by negotiation. Owners who are unable to prove title will be paid a gratuitous payment of \$500.00 in exchange for a Quit Claim Deed and vacant possession of the property. In each instance, vacant structures will be immediately demolished at City expense.

His Worship the Mayor stated that the people in this category would have to be put in the same position as the people in No. 3, and the fair market value of the property would have to be paid on expropriation.

Recommendation No. 5

That if recommendations 1, 2, 3 and 4 are adopted, City Staff in conjunction with Welfare and Church organizations will immediately meet with leading members of the community to explain the City's position and the course of action proposed to be undertaken by the City.

MOVED by Alderman Lane, seconded by Alderman Butler, that the five recommendations of Staff be accepted in principle and that City Council proceed along these lines unless the results of Recommendation No. 5 indicate a need for some modification to the basic proposal.

Alderman Lane stated that the reason for making the motion is to facilitate the meeting of the various groups mentioned in Recommendation No. 5, and she further stated that she would like to see the principle immediately adopted by Council that the dilapidated structures in Africville be removed and that the Staff Recommendation No. 1 be implemented, compensation offered where it is due and the whole matter acted on as soon as possible. She concluded by saying that if the motion is not acceptable in its present form it could be rephrased.

After further discussion, Alderman Lane, with the consent of her seconder, withdrew her motion.

MOVED by Alderman Wyman, seconded by Alderman DeWolf, as follows:

That Council establish the following general policy:

- (a) That the blighted housing and dilapidated structures in the Africville Area should be removed;

- (b) That the full legal authority of the City should be used to accomplish this removal,
- (c) That the use of legal authority should be tempered with understanding and natural justice on matters of housing and matters of compensation for the apparent owners of land and buildings within the Africville Area,
- (d) That this policy be implemented with the utmost dispatch after its implications are fully conveyed to the residents affected and/or their representatives in consultation with church and welfare organizations.

The motion was passed unanimously.

It was then agreed to hear any person who wished to speak.

Mr. Weatherburn addressed the meeting, as Chairman of a group of the residents, contending that City Council should have consulted with the residents before passing the motion, and he objected to the wording of the motion because he felt the last part should have been the first part.

After His Worship the Mayor explained that the Committee of the Whole had attempted only to set the machinery in motion to procure the views and wishes of the residents before a final decision is made by Council, Mr. Weatherburn offered no further objection.

Mr. Steed also addressed the meeting, and contended that the provisions of Ordinance No. 50 were never applied to the buildings in Africville and that the Building Inspector had not made an examination of any of the structures. He further stated that people have built houses and other structures in Africville without permits and "no one asked about it".

His Worship the Mayor: "This is a situation you agree we should correct, and this is what we hope we can accomplish with the assistance of yourself and your representatives."

Mr. Fred Brodie, representing the Halifax-Dartmouth and District Trades and Labour Council, addressed the meeting and stated that the Supervisory Committee of his Council were dismayed to learn that a large portion of the Africville Area had been expropriated and most of the residents were unaware of this action, some of whom are still paying taxes on their properties.

He asked that full discussion with the residents of Africville be carried out so that they would be fully aware of all the implications of the proposed action.

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His Worship the Mayor assured the speakers that no final decision would be made before the discussions have been held and a report submitted to City Council and he asked the representatives for their continued support so that a satisfactory solution to the problem could be reached, as soon as possible

APPOINTMENT OF CITY MANAGER TO CANADIAN COUNCIL  
OF URBAN AND REGIONAL RESEARCH

A report was submitted from the Town Planning Board recommending that the City Manager be authorized to attend the organization meeting of the Canadian Council of Urban and Regional Research to which body he had been recently appointed.

MOVED by Alderman Wyman, seconded by Alderman Macdonald, that the recommendation be approved. Motion passed.

5:40 p.m. Meeting adjourned.

J. E. LLOYD,  
MAYOR AND CHAIRMAN

R. H. STODDARD,  
CITY CLERK.



CITY COUNCIL  
MINUTES

Council Chamber,  
City Hall,  
Halifax, N. S.,  
September 12, 1963,  
8:00 p. m.

A meeting of the City Council was held on the above date.

After the meeting was called to order, the members of Council, led by the City Clerk, joined in reciting the Lord's Prayer.

There were present His Worship the Mayor, Chairman; Aldermen DeWolf, Abbott, Breen, Macdonald, Butler, Meagher, LeBlanc, Trainor, Healy, Wyman and O'Brien.

Also present were Messrs. P. F. C. Byars, L. Mitchell, G. F. West, A. E. Fry, R. H. Stoddard, W. J. Clancey, L. M. Romkey, K. M. Munnich, J. F. Thomson, G. H. Brundige and Dr. E. M. Fogo.

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MOVED by Alderman Breen, seconded by Alderman DeWolf, that the minutes of meetings held on August 15 and 29, 1963, be approved. Motion passed.

SUBMISSION OF THE HALIFAX ADVISORY COMMITTEE ON HUMAN  
RIGHTS RE: AFRICVILLE

His Worship the Mayor advised that the Halifax Advisory Committee on Human Rights had prepared a submission in the interests of the residents of Africville. He asked if Council wished to consider this matter at this time and if they wished to hear Mr. H. A. J. Wedderburn, Chairman of the Advisory Committee. (Copies of the submission were circulated prior to the meeting and a copy of same is attached to the official copy of these minutes.)

MOVED by Alderman O'Brien, seconded by Alderman Trainor, that the matter be now considered and that Mr. Wedderburn be permitted to address Council. Motion passed.

Mr. Wedderburn addressed Council briefly and asked that Council favorably consider the recommendation contained in the submission respecting the engagement of a qualified person to make a study in depth of the Africville problem and to recommend certain ways and means of solving the housing problem, the first step towards implementing this recommendation being the engagement of a specialist to make a preliminary survey of Africville and after discussion

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with City staff, the Halifax Advisory Committee on Human Rights and other resources to determine whether a study indepth is indicated. The report intimated that Dr. Albert Rose, Professor of Social Work at the University of Toronto, author of a report on Canada's first extensive experiment in slum clearance and urban redevelopment would be qualified to carry out the preliminary survey.

MOVED by Alderman Butler, seconded by Alderman Macdonald, that the recommendation of the Halifax Advisory Committee on Human Rights be approved and that the City Manager be directed to: (a) invite Dr. Rose to come to Halifax to make a preliminary survey of Africville; and (b) to report to Council the terms and conditions under which the study would be undertaken if the need for same is indicated. Motion passed unanimously.

PUBLIC HEARING RE: AMENDMENT TO PART I -- DEFINITIONS,  
HALIFAX ZONING BY-LAW

A Public Hearing was held at this time to consider the following proposed amendment to the Halifax Zoning By-Law:

BE IT ENACTED by the City Council of the City of Halifax under the authority of the Town Planning Act, being Chapter 292 of the Revised Statutes of Nova Scotia, 1954, as follows:

1. Part I - Definitions, of the Zoning By-law of the City of Halifax, is amended by

(a) deleting the definition of "basement" as it now appears and substituting therefor the following definition:

"basement" means, for the purposes of this by-law, that storey which is partly under ground but having not more than half of its clear floor to ceiling height below the average of the finished grade of the land outside the building in which such basement is located, such grade being taken at the foundation walls;

(b) deleting the definition of "cellar" as it now appears and substituting therefor the following definition:

"cellar" means, for the purposes of this by-law, that storey of a building which has more than half of its clear floor to ceiling height below the average of the finished grade of the land outside the building in which such cellar is situated, such grade being taken at the foundation walls;



CITY COUNCIL  
MINUTES

Council Chamber,  
City Hall,  
Halifax, N. S.,  
January 2, 1964,  
8:00 P. M.

A meeting of the City Council was held on the above date.

After the meeting was called to order the members attending, led by the City Clerk, joined in reciting the Lord's Prayer.

There were present: His Worship the Mayor, Chairman and Aldermen Black, Abbott, Lane, A. M. Butler, Meagher, LeBlanc, Trainor, Healy, Richard, O'Brien and H. W. Butler.

Also present were Messrs. P. F. C. Byars, L. Mitchell, R. H. Stoddard, W. J. Clancey, L. M. Rourke, J. F. Thomson, R. B. Grant, V. W. Mitchell, G. F. West, K. Munnich, A. R. Howard and Dr. E. M. Fogo.

MINUTES

Minutes of the meeting held on December 12, 1963, were approved on motion of Alderman Abbott, seconded by Alderman Trainor.

PETITION FROM RATEPAYERS OF ELECTORAL DISTRICT NO. 3 (SPRYFIELD)  
TO ANNEX WITH CITY OF HALIFAX

A petition, signed by 57 ratepayers of Electoral District No. 3 of the Municipality of the County of Halifax (Spryfield), was submitted requesting City Council to add Electoral District No. 3 to the City of Halifax.

The petition was endorsed by Alderman Richard.

MOVED by Alderman Richard, seconded by Alderman O'Brien, that the petition be filed. Motion passed.

RECOMMENDATIONS - FINANCE AND EXECUTIVE COMMITTEE

The following recommendations were submitted from the Finance and Executive Committee at a meeting held on December 23, 1963:

Report - Dr. Albert Rose Re: Africville

The report of Dr. Albert Rose respecting "Africville" was submitted and the conclusions contained therein were considered as follows:

1. Further studies of the Africville area would not assist in the solution to the problem;
2. The City should declare that it will acquire and clear the properties in the Africville area over a period of about two years and nine months under a carefully phased programme;
3. That persons with title to the property either through possession or by deed should be compensated at full market value. This was in accordance with Staff recommendations;
4. That persons who were the apparent owners of structures but with no legal claim to land should be paid a minimum of \$500.00 with additional compensation to be based on family size and/or marital status.

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The Staff Report recommended a flat payment of \$500.00 in these cases as the owners of the structures would have no legal basis on which to claim compensation;

5. That all families displaced as a result of acquisition and clearance should be offered accommodation in regular public housing projects constructed or to be constructed by the City. Doctor Rose advises against the establishment of a special public housing project for the residents of the area. Doctor Rose's recommendations in respect of rehousing coincide with the original Staff Report;
6. Because of the nature of the community, the problems of employment and accommodation, that extraordinary measures should be taken on the matter of guidance and assistance during the gradual re-allocation process. The detail of the type of assistance suggested is set forth within the body of the report.

Your Committee makes the following recommendations:

(a) that the report of Dr. Albert Rose respecting Africville be approved in principle;

(b) that the City Manager be directed to take the necessary action towards implementation of the specific recommendations contained therein by April 1, 1964;

(c) that the City Solicitor be directed to prepare the draft legislation required to permit implementation of the recommendations.

MOVED by Alderman Abbott, seconded by Alderman Lane, that the recommendation be approved.

His Worship the Mayor said that when the matter of Africville had been considered by Council in September of 1963, before the appointment of Dr. Rose, Mr. Wedderburn, Chairman of the Committee on Human Rights, had addressed Council and had recommended the appointment of Dr. Rose to make a study. He felt that before adopting the recommendation of the Finance and Executive Committee, Mr. Wedderburn, should be given an opportunity to express the views of the Committee on Human Rights on the Report of Dr. Rose.

It was agreed to hear Mr. Wedderburn.

Mr. Wedderburn said that his Committee had not as yet had an opportunity to meet to consider the Report and, therefore, he was not in a position to make any comment.

8:12 p. m. Alderman Macdonald arrives.

MOVED by Alderman O'Brien, seconded by Alderman Meagher, that a decision on the matter be deferred until the next meeting of Council, scheduled for January 16, 1964, and that in the meantime, the City Solicitor be directed to prepare the draft legislation required to implement the recommendations of



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the Finance and Executive Committee, to obviate any delay in securing the legislation should Council approve the recommendations. Motion passed with Aldermen Black and Richard voting "against".

Final Closing Date - Mulgrave Park Project Capital Account

It is recommended that authority be granted to Central Mortgage and Housing Corporation to close the Capital Account of the final 48 units of the Mulgrave Park Housing Project as of December 31, 1962.

MOVED by Alderman Abbott, seconded by Alderman O'Brien, that the recommendation be approved. Motion passed.

Collection, Emergency Shelter Rent Accounts

It is recommended that outstanding rental accounts owing by former tenants of the Emergency Shelters, totalling \$17,164.39 be placed in the hands of the Halifax-Dartmouth Credit Exchange Limited for collection on the same terms and conditions as previously submitted.

MOVED by Alderman Lane, seconded by Alderman Trainor, that the recommendation be approved. Motion passed.

Property Settlement - No. 2661 Dutch Village Road

It is recommended that the sum of \$1,000.00 plus legal expenses, be paid to Mr. Charles H. A. and Gwendolyn Hartlen as compensation in full for a portion of the property at No. 2661 Dutch Village Road, Halifax, Nova Scotia, required for street widening purposes.

MOVED by Alderman Trainor, seconded by Alderman O'Brien, that the recommendation be approved. Motion passed.

Outhit Report - Appointment Sub-Committee

It is recommended that His Worship the Mayor submit his nominations for appointment to a Sub-Committee of the Finance and Executive Committee to consider the recommendations contained in the Staff Study on the Report of W. D. Outhit, Q. C., on Municipal Boundaries and Municipal Representation.

His Worship the Mayor stated that his recommendation is that the Members of the City Charter Committee, (His Worship the Mayor, Chairman and Aldermen O'Brien and Healy) be also appointed the Sub-Committee to consider the recommendations contained in the Staff Study of the Outhit Report.

MOVED by Alderman Black, seconded by Alderman H. W. Butler, that the recommendation of His Worship the Mayor be approved. Motion passed.

At this time His Worship the Mayor welcomed Mayor Joseph Zatzman of the City of Dartmouth, who was in the gallery as a spectator, and invited him to take one of the vacant Council seats.