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NOVA SCOTIA



THE EXECUTIVE COUNCIL OFFICE

Confidential

9th Floor  
Joseph Howe Building  
Halifax, Nova Scotia  
February 22, 1985

The Honourable Thomas J. McInnis  
Minister of Municipal Affairs  
Department of Municipal Affairs  
Maritime Centre  
Halifax, Nova Scotia

Dear Mr. McInnis:

On February 7, 1985, the Executive Council, on the recommendation of the Minister of Municipal Affairs:

1. Appointed a committee of the following officials to consider problems of the various black communities in Nova Scotia, the committee to be chaired by the first named:

Mr. Carmen Moir✓  
Mr. John Angus MacKenzie✓  
Dr. J.E.H. Miller✓  
Mr. Blenis Nicholson✓  
Mr. Joseph H. Clarke✓  
Dr. James McNiven✓  
Dr. P. Anthony Johnstone✓  
Mr. Armand Pinard✓

2. Directed the committee to take the following action:

- (a) examine and take note of the special economic and social problems of the various black communities in the Province;
- (b) consult with Members of the Executive Council as to the identification of black communities with such problems, and the nature of such problems;

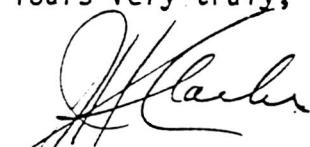
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- (c) examine, in particular, problems of such communities with respect to:
  - unemployment
  - housing
  - education
  - other problems of unusual significance which are apparent to the committee;
- (d) analyse and summarize:
  - (i) previous efforts by governments to help the black communities through housing projects, Canada Works Programs, Provincial Works Programs, and other significant programs;
  - (ii) past expenditures for such purposes, including expenditures for: BUF, BBC, WADE, Black Students' Education Fund, and other significant expenditure programs;
- (e) consider requests made by black communities in the past for unusual projects, and for funds for these purposes, to determine if such funds and projects have produced optimum results for the black communities and what improvements might be made in expending such funds in the future;
- (f) report and make recommendations to the Executive Council as to:
  - (i) the present unusual problems of respective black communities in the Province;
  - (ii) the most appropriate measures to be taken, by whom they should be taken, when, how, and the estimated cost of such measures;
  - (iii) such other matters in relation to this subject as they may consider appropriate.

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The committee is asked to proceed with its work and to endeavour to submit its report to the Executive Council by April 15, 1985.

Yours very truly,



Joseph H. Clarke  
Secretary to the Executive Council

c.c. All Members of the Executive Council

Mr. Carmen Moir ✓  
Mr. John Angus MacKenzie  
Dr. J.E.H. Miller  
Mr. Blenis Nicholson  
Dr. James McNiven  
Dr. P. Anthony Johnstone  
Mr. Armand Pinard

**CONFIDENTIAL**

Preliminary Report of the  
Officials' Committee on  
Black Communities in Nova Scotia

April, 1985

## Introduction

As one of the province's first visible minorities, the black community has known the rigors of prejudice and economic hardship over the generations.

Although experts can identify over thirty separate black communities within the province, many black Nova Scotians live in Metropolitan Halifax in a region known as "the Prestons" or in areas of Guysborough County. A unique characteristic of these communities is their stability. While black newcomers to the province exhibit 'the same transient tendencies of whites, many of the province's indigenous black communities remain in their local neighbourhoods for life.

The problems which this group faces are paradoxical. On the one hand, local community cohesiveness means that specific health and social difficulties are all too easy to identify. On the other hand, the unique tight-community structure means that government attempts to implement change are often suspect. As a result, despite considerable government efforts over the past few years, social and economic conditions within the province's black communities have not improved as quickly or as comprehensively as might have been wished.

In March of 1985, the Executive Council directed a Committee of Deputy Ministers to investigate the nature of the problems within Nova Scotia's black communities. This group held several meetings at which long-standing problems of the black community were identified and were placed in the context of current government programming.

On March 27, 1985 the Committee met with members of the Executive Council. At this productive meeting, a number of important issues arose. While both Council members and the Deputy Ministers agreed that government had made good endeavours in the past, all realized that many of the measures had to some extent been unsuccessful. It was also agreed that a key factor for this partial failure was the fact that initiatives had not been community-led or community-based. Executive Council members expressed the hope that future programs which the government might sponsor within the black communities would exhibit a high degree of black community involvement in both the planning and implementation phases.

Another question which arose at the March 27th meeting was the lack of coordination in present government programming for the black community. Both Deputy Ministers and Executive Council members expressed the view that effective initiatives require a

high degree of coordination at senior levels and that some such mechanism for on-going administration would have to be developed if meaningful progress in the areas of black unemployment and substandard living conditions is to be made.

Perhaps the most significant item addressed at the Executive Council meeting was the question of priorities in government planning. Several Executive Council members stated strongly that while government had already initiated programs for the black community, some of these were "cosmetic", and did not strike at the root of long-standing difficulties.

For example, although accommodation has long been identified as a major problem for blacks, it was felt that home repair or renewal programs were not enough; a comprehensive package consisting of repair incentives, local construction stimulation and the teaching of home-maintenance skills was a necessary precondition for a successful initiative against substandard housing. It is to be hoped that this type of longitudinal strategy will be a hallmark of new initiatives for the black community.

After its meeting with the Ministers, the Committee met a final time to frame its recommendations and to develop the format of its final report. This report is divided into three sections:

- an historical overview of government measures undertaken on behalf of the black community;
- a set of recommendations to the Executive Council on possible directions for new programming;
- an appendix of materials received from line departments concerning past and present services offered to black Nova Scotians.

Services Offered to the Black Community by the Province of Nova

Scotia: An Historical Overview

The Province of Nova Scotia has for some time been conscious of the disparities between its white and black communities. Within the past generation a number of significant initiatives have been undertaken to readdress this imbalance. While these projects have primarily been targeted to the areas of acute need; i.e. housing, education and social benefits, important progress has been achieved in areas like health care delivery, cultural development and entrepreneurial stimulation.

Over the years the level of provincial support to the black communities of Nova Scotia has steadily increased. At the present time, well over one million dollars is spent annually on programs of direct benefit to black Nova Scotians.

Although many of the special services offered to black Nova Scotians are targeted at the Prestons area of Halifax County where there has historically been a high density of black population, a number of programs offer province-wide accessibility.

Culture, Recreation and Fitness

Over the past several years, the Department of Culture, Recreation and Fitness has been closely involved in the protection and preservation of black culture.

In total some \$365,000.00 has been allocated in capital and architectural feed for the Black Cultural Centre. Between 1981 and 1984 the Department provided \$25,00.00 p.a. to assist the Centre with short-term funding for operations expenses. In 1984-1985, a \$45,000.00 grant, matched by the Federal Government, was awarded for operational expenses.

Projects which the Centre has undertaken to date include:

- a. a Black Film Festival
- b. an historical photograph inventory
- c. a Black Cultural Showcase.

Development

Since 1981 the provincial Department of Development has operated a program designed to create jobs in the black community and to bring black businessmen into the competitive mainstream of the Nova Scotian economy. At its foundation the Black Business

Opportunities Program had a budget of \$200,000.00 and had a two part mandate:

- i. to assist in the establishment or expansion of black business.
- ii. to provide the requisite training for black entrepreneurs.

Although it has sometimes proven difficult to follow through on the goal of entrepreneurial education, evidence suggests that the need for improved training is at last being fully recognized by the black community. Indeed, this type of training has been established as a priority for the 1985-1986 program.

To date, 67 projects have been approved under the Black Business Opportunities Program. These projects have helped to maintain some 54 jobs and have created approximately 100 new positions. Of these employment opportunities, fully 98% have gone to black workers. The overwhelming preponderance of applications for support (fully 95%) came from the Metropolitan area of Halifax-Dartmouth and the Prestons region of Halifax County.

#### Education

One of the most disturbing characteristics of Nova Scotia's black communities has been the persistent failure to complete

even basic levels of the provincial school system. The high drop out rate has had a number of grave results:

- lack of adequate job skill training
- little lifestyle training; i.e., nutrition, family finances, etc.
- poor self-image.

In an effort to reduce the number of black students leaving school before a meaningful level of training has been received, the province established the Education Fund for Black Students in 1965. Sixteen years later, this program gave way to the "Education Incentives Program for Black Students." By establishing more rigorous criteria and by placing greater emphasis on post secondary training, the new program aimed at the long-term development of a group of well-trained black community leaders.

The Education Incentives Program offers two levels of inducements for black youngsters to remain in the school system:

- promotional awards for the successful completion of one grade and entry into the next, or for promotion in a post secondary program,
- university entrance scholarships.

For 1984-85, the Program had a budget of \$250,000.00.

### Training

In addition to its academic incentive program, the Department of Education has sponsored several continuing education courses in some black communities. In 1984-1985, three specific Canada manpower courses were held in the Prestons area. These courses were designed to make individuals job ready and reflect a federal investment of some \$49,000.00. At the present time, additional projects are under discussion.

Within the past year, a Basic Training for Skill Development course was offered by the CEIC for the black community of Yarmouth. In addition to such special programming the CEIC routinely reserves a percentage of places in its other training courses for members of special needs groups.

### Addendum

#### Opportunities Industrialization Centres

Building on a concept successfully developed by black communities in the United States, some community leaders are currently working for the establishment of OICs in Nova Scotia. Under this type of program, the local community will determine the types of training needed and will develop programs which

accurately reflect the exigencies of the local labour force.

Required training will take place within the local community boundaries wherever possible.

#### **Health**

While there may be as many as thirty readily identifiable black communities scattered throughout the province, many of the health-related concerns are focussed in that area of Halifax County known as the "Prestons". Historically, this area has exhibited the types of health problems concomitant with depressed economic and social conditions.

Although living conditions within many communities are unacceptable, the heavy concentration of population in Halifax County makes the problem in that area particularly acute.

Approximately 2,000 blacks reside within the Prestons area, in conditions which range from acceptable to substandard. Only one-third of all housing units currently possess sewage disposal systems and many lack central heating, plumbing and other basic services. As a result, major health problems in the area reflect poor hygiene habits and/or water, sewage contamination,

For many years the black communities of this region have been major pork producers. Poor rodent control coupled with inappropriate animal husbandry practices resulted in a confirmed outbreak of trichinosis in 1979. Since that time the problem has been successfully combatted by the appointment of a full-time rodent control officer and by the improvement of hog feeding techniques.

Because inadequate sewage treatment remains a major problem in the area, diseases such as ascariasis (worms) are able to flourish. In a recent survey, roughly 30% of the local Preston population was found to be infected with intestinal worms. While the physical effects of this parasite may be minor, the problem cannot be successfully addressed without a major overhaul of sewage and water facilities.

Problems in prompt garbage disposal and proper nutritional habits seem to be more closely related to long standing cultural practices than to economic or geographic necessity.

In response to these very real concerns, the Department of Health has endeavoured to improve hygiene and general health awareness in the Prestons during the past several years. Under the auspices of the Department, two nurses are provided for two

days each week to the North Preston Community Clinic. Additionally, the work of the Department's Rodent Control Officer has done much to ameliorate general living conditions.

### Housing

Within the past decade, the Department of Housing has implemented a number of vigorous measures in order to improve housing conditions for the province's black community. Over the period from 1975-1985, the Department, in conjunction with CMHC, has expended approximately \$15,000,000.00 for residence rehabilitation, new housing construction, and land servicing in black communities. Efforts have been concentrated in the following areas:

	<u>New Construction</u>	<u>Land Servicing</u>
Lincoln/Sunnyville	40 units	-
North Preston	37 units	67 lots
East Preston	15 units (seniors)	19 lots
Cherrybrook	13 units	-
Beechville	33 units	40 lots
Acaciaville	3 units	6 lots

The majority of new construction and/or upgrading has taken place under programs such as Public Housing, Lease/Purchase,

Self-Help, Provincial Housing Emergency Repair Programme (P.H.E.R.P.) and Rural and Native Housing. In the Cherrybrook and Beechville areas, development has taken place under the aegis of the Cooperative Housing Programme.

Residential lots have been serviced by the Department of housing in several black communities and made available for sale at subsidized prices to improve standards of residential development. These subsidies are still available and approximately 40 lots serviced by the Department are currently for sale at below cost in black communities.

A programme of particular note is the Preston Area Housing Fund. The main objective of this group, which has been functioning since 1972, is the amelioration of housing conditions in the Preston vicinity. Members of the group include officials from the Department of Housing, the Department of Social Services, the Municipality of the County of Halifax and the United Church of Canada. In the Preston region, the Fund is the prime delivery agent for the Residential Rehabilitation Assistance programme (R.R.A.P.) and certain Section 40 Programmes (Rural and Native Housing).<sup>1</sup>

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1

R.R.A.P. is fully funded by the Federal Government. Section 40 is cost shared (75% federal, 25% provincial).

In the one year period 1978-1979, 79 units were upgraded under the federally funded R.R.A.P. Programme. In 1985, an additional 10 units will be repaired at an average cost of approximately \$5,000 per unit. Under C.M.H.C. Section 40, some 32 units have been constructed during the period 1976-1984. Two additional units will be built in 1985.

Despite these efforts housing conditions within the Province's black communities remain poor, especially in the Preston area. Chronic problems include:

- unit over-crowding due to cultural patterns;
- widespread lack of basic facilities in plumbing, heating, sewage;
- excessive portion of income required for housing;
- difficulty in obtaining repair or construction financing because of low market values in black communities.

#### Social Services

For the past number of years the Department of Social Services has operated a number of programs aimed specifically at the amelioration of conditions within the black community.

The most widely known initiative has been the Department's funding of the Black United Front which has received support

since 1975. This assistance has allowed BUF to hire nine staff members and to cover operational expenses. Within the black community, BUF fulfills two major roles:

- i. It maintains community development workers in five areas of the province to assist with local community improvement projects, and
- ii. It designates a provincial human services worker who is available to all members of the black community for advice and assistance on individual or family concerns.

BUF is cost-shared with the Federal Government and the current level of Social Services support stands at \$265,400.

Another important project which the Department has supported for several years is the Nova Scotia Home for Coloured Children. This facility provides training, lifeskill preparation and emotional support for young people who must be removed from the family setting for either a long-term or a short-term basis. Current provincial funding stands at approximately \$240,000.00 for the year 1984-1985.

Along with the Department of Housing, the Department of Social Services has been a long-standing member of the North Preston Housing Fund. (See above) An agent of the Department

was at one time stationed in the Lincolnville area to assist residents with housing concerns. A recurring problem in the housing field which both departments have repeatedly attempted to address is the the question of clear title under the Land Clarification Title Act. Confusion of title has often resulted in delays in the awarding of improvement grants, mortgages, etc.

Between 1964 and 1976 the Department also employed a special black employment officer. This function has now been absorbed into the Federal "Outreach Program" funded by the Department of Employment and Immigration.

Although the program was not specifically designed for the black community, the Work Activity Centre Program has attracted a large number of black clients. At the centre clients learn life and employment skills and self-confidence. In the Dartmouth Centre approximately 20-30% of all clients are black while the Halifax percentage is approximately 25%.

While it is not possible to ascertain what percentage of Family Benefits recipients are black, similar statistics are available for Municipal Social Assistance clientele. In Dartmouth 5% of M.S.A. clients are black. In the City of Halifax approximately 15% are black and in the County, about 20% are from the black community.

Provincial Funding for Black Community

Programs

1984-1985

<u>Department</u>	<u>Program</u>	<u>Funding</u>
Culture, Recreation & Fitness	Black Cultural Centre	\$ 90,000
Development	Black Business Opportunities	110,000
Education	Incentives program Film Projects	250,000 7,350
Housing	Preston Area Housing Fund	10,000
Human Rights	Ethnic Services	129,800
Municipal Affairs	WADE	73,000
Social Services	BUF Nova Scotia Home for Coloured Children	265,400 239,800
	TOTAL	\$1,175,350

## RECOMMENDATIONS

Despite the considerable initiatives of successive governments, social development programming targeted at Nova Scotia's black communities has not been entirely successful. As a result of the committee's investigation of this phenomenon, several reasons for failure have been uncovered. These fall broadly into two categories: a) philosophical b) procedural. It is important that both types of problems be addressed if improvements for the province's black minority are to be effected.

In addition, it is imperative that the black community organize itself more effectively and designate leaders in whom black Nova Scotians have demonstrable confidence so that a true working partnership with government can be achieved.

### a) Philosophical Considerations

#### 1. Lack of community involvement

If government programs are to be accepted and endorsed by the black community, black leaders must be involved in and supportive of government initiatives. By giving black community groups a significant measure of responsibility

for program design and implementation, the government will avoid the appearance of paternalism in policy-making.

2. Longitudinal planning

Many separate programs currently underway do not achieve anticipated results because they address "surface" and not root problems. Through teaching of basic skills, etc. in disadvantaged communities before large projects are initiated, inhabitants will be more adequately prepared for participation in major endeavours like home repair and construction.

3. Senior level coordination

The committee has found a need for the creation of an on-going mechanism to monitor programming and to evaluate feedback. Without this mechanism in place, complete longitudinal planning and full black community participation is an impossibility. Such a committee could also establish additional research priorities as required.

b) Procedural Considerations

1. Improved publicity for available services

A number of programs currently available in the black communities (e.g. educational incentives) are underutilized. More carefully targeted advertising might assist with fuller program use.

2. Life skills training

A recurring theme in housing, health and education investigations has been the low level of life skills within rural black communities. This level must be raised before lasting improvements in nutrition, hygiene and home maintenance can be achieved.

3. Job skills training

Many small black business ventures encounter difficulties because owners or employees lack basic business skills. These skills must be upgraded if blacks are to become integrated in the economic mainstream.

Job readiness training initiatives must also be available in greater number to black communities.

4. Housing

In order to correct the serious substandard problems in housing within black communities, a special housing rehabilitation and repair program is needed. This program will focus on water/sewer and heating priorities and will accomplish the following goals:

- i. elimination of health and safety hazards
- ii. provide local employment
- iii. provide training opportunities
- iv. achieve local delivery where possible

- APPENDIX A      Department of Development  
                  Black Business Opportunity Program
- APPENDIX B      Department of Education  
                  Black Students in Nova Scotia  
                  Education Incentive Program for Black Students
- APPENDIX C      Department of Health  
                  Health Issues as they relate to Black  
                  Communities in the Atlantic Health Unit
- APPENDIX D      Department of Housing  
                  Black Communities  
                  Black Communities in Nova Scotia
- APPENDIX E      Department of Municipal Affairs  
                  Black Communities in Nova Scotia
- APPENDIX F      Department of Social Services  
                  Summary of Department of Social Services'  
                  Activities in the Provision of Funding/  
                  Services to Black Communities in Nova Scotia

## **Appendix A**

### Department of Development

Black Business Opportunity Program

To Jim McNiven

Date February 28, 1985

From John J. Chiasson

Subject Black Business Opportunity Program

In reply to your request of February 26, 1985, we are providing the following information on the Black Business Opportunity Program.

The Black Business Opportunity Program was initiated by the Department of Development in 1981 with a budget of \$200,000.

This program was established as a stimulus to create and maintain jobs in black business, as well as to bring black business persons into the mainstream of economic activity in Nova Scotia.

The program has two main objectives:

1. To assist in the establishment, expansion or modernization of any commercial operation engaged in the utilization of primary resources, manufacturing, processing or the provision of service business;
2. To provide training for black business persons or their staff where such training is necessary for successful business operations.

The attached Schedule "A" provides the Guidelines for the programs.

The activities of the capital portions of the programs are as follows:

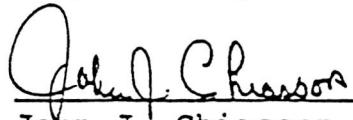
	Projects Approved	Grants Approved	Offers Accepted	Jobs Projected	Jobs Maintained	Average Grant Per New Job
82	19	\$195,084	19	55	14	\$3,547
83	17	75,829	17	49	20	1,548
84	19	121,804	19	32	18	3,806
85 - n. 31)	12	110,085	12	24	2	4,586
	67	\$502,802	67	160	54	\$3,142

In reference to the education part of the program, much effort was expended in the 1981/82 and 1982/83 years. Consequently, some \$20,000 was utilized very effectively in business training. However, in order to implement the educational part of the program, much time had to be expended. Over the last two years we did not push this part of the program and consequently there was very little activity. We are now in the process of putting on a real push for the business community to use the business education part of the program in the 1985/86 fiscal year.

In relation to the geographical distribution of the applications, approximately 95% of the applications were from the Halifax/Dartmouth area and the remaining 5% being expended throughout the province.

It should be noted that the first two years of the program were not extremely rewarding from the point of view of quality of applications. However there has been a drastic turn around in the last two years and we are extremely pleased with the results.

The number of applications we have on hold for this coming 1985/86 year, is extremely encouraging and in fact, we could easily utilize double the budget that we presently have.

  
John J. Chiasson  
 John J. Chiasson

dr  
 Attachment

**Appendix B**

Department of Education

Black Students in Nova Scotia

Education Incentive Program for Black Students

## BLACK STUDENTS IN NOVA SCOTIA

[Much of the planning of the Department of Education in this field originated with the Ethnic Services section which was recently transferred to the Human Rights Commission.]

### Curriculum

- Black people are included among those who evaluate learning materials for possible inclusion on the lists of authorized materials.
- The new grade 6 text, Nova Scotia: All About Us, contains a good selection of material on Blacks.
- Black Nova Scotians, a publication of the Department of Education (Nova Scotia Museum section), is included on the lists of authorized materials.
- Identity: The Black Experience in Canada is another text included in authorized materials.
- Anthologies for language arts include works by Black authors.

### Black Educators Association

The Department's Curriculum development section is co-operating in working with the Black Educators Association on the development of material on the Blacks in Nova Scotia.

### Black Heritage Committee

Education Media Services, Ethnic Services, and Curriculum Development worked with the Black Heritage Committee on the development of film-strips, study pictures, etc.

### School Boards

- Halifax County-Bedford District School Board has an agreement with the Human Rights Commission and Black communities in the Eastern Suburban Sub-System which provides for a co-operative approach to promoting the educational interests of Black students. A Monitoring Committee oversees the implementation of the agreement.
- Digby District School Board has a liaison committee to give Blacks a means to voice special concerns.
- The Halifax District School Board Inner City Core Program, designed to help disadvantaged young people, serves many Black students.

EDUCATION INCENTIVE PROGRAM FOR BLACK STUDENTS

#### ANALYSIS OF ACTUAL AWARDS PAID

## **Appendix C**

### Department of Health

**Health Issues as they relate to Black Communities in  
the Atlantic health Unit**

**HEALTH ISSUES**  
**As They Relate To Black Communities**  
**In The Atlantic Health Unit**

**BACKGROUND**

The Black Community in Nova Scotia can be traced back to land grants of 1785 in the Preston area of Nova Scotia. Black Communities immerged as integral community groupings in a variety of locations within the Province and within Halifax County specifically. Major black population concentrations can now be found at:

- |                         |   |
|-------------------------|---|
| - North Preston         | - Lake Major  |
| - East Preston          | - Hammonds Plains/Pockwock                                |
| - Cherrybrook/Loon Lake | - Lucasville  |
| - Beechville            | - Halifax (Mulgrave Park, Uniacke Square, Carsons Street) |

North Preston and East Preston are geographically identifiable as separate communities with their own unique problems and issues and are the only ones listed that have a virtually totally black population. The balance of communities, although having various proportions of black residents, do have included within them other racial groups. In respect to these latter communities, health problems are not so much unique to the black population as they are to economic circumstances and social conditions such as poverty, unemployment, and a lack of educational opportunities. The communities with the most significant health problems are the Prestons of which North Preston is the worst.

The total population of the Prestons is approximately 2,000 - 1,200 in North Preston and 800 in East Preston. Both communities are geographically isolated and living conditions are unusually poor. Land is unsuitable for cultivation and soil is often shallow over bedrock. Overall housing is of a low quality, crowded, and many homes lack amenities of adequate water and sewer. Culturally the communities of North Preston and East Preston are separate and maintain individual lifestyles. The nature of these communities' unique lifestyle is not always in keeping with the communities surrounding them. The family structure is fragmented with frequent single parent families; educational standards are low although improving; and unemployment levels remain high. There is a generally perceived lack of opportunity and the community is closed and self-perpetuating.

**MAJOR HEALTH PROBLEMS**

**Trichinosis**

This is a significant zoonotic disease in man because of the difficulty of treatment and its sequela. Trichinosis is most frequently

contracted in man through swine. Following a confirmed case of trichinosis, the Minister of Agriculture, Robert Bacon, received a report in November, 1979 on the trichinosis situation in the Preston area. Beyond the health implications, the pork industry in Nova Scotia was valued at approximately \$25,000,000 per annum at that time. There was established a task force on trichinosis with broad representation. The committee identified three major goals:

- rodent control,
- the elimination of feeding of wet garbage to hogs, and
- the depopulation of infected pork herds.

All objectives have, in part, been achieved with a reduction in the amount of wet garbage fed to hogs (through a discontinuation of sources of supply), a reduction in the rodent population, and a depopulation of infected herds. There has, also, been a decrease in the number of hog shippers in the area from 63 in 1980 to 30 in 1984.

The Department of Health's involvement beyond membership in the task force and various working committees since that time has been the provision of a casual rodent control officer. This program now provides an individual forty hours per week to the community to carry out rodent control duties including education, baiting, etc. Bait for the program is supplied through the Department of Agriculture and East Coast Pest Control provides supervision. The program, as well as other efforts, appears to have the desired effect because there has been no contamination of a hog from this area since August, 1983. Individuals familiar with this project have recommended continuation of the rodent control officer.

#### Ascariasis

The scale of the ascariasis or worm problem in the Preston area was first identified through a research study of the Department of Microbiology and Preventative Medicine at Dalhousie University. This research has subsequently been published in the American Journal of Tropical Medicine and Hygiene. Of note, this is the most northerly latitude where this problem has been documented. The survey in question collected data from June, 1976 to December, 1977. Four hundred and thirty-one individuals were tested of which one hundred and twenty-one (28.1%) were positive for worms. This problem is highly related to inadequate sewage disposal and the poor quality

of water supply systems including dug wells. Adding to the problems are the inherent living conditions and lack of basic hygiene by many residents. The cause of infestation has been traced to a lack of proper sanitation; specifically, the disposal of feces on soil close to houses. The import of this specific health problem is debatable because it is localized; the actual health effects are relatively minor; and the overall costs related to the amelioration of the problem are substantial.

#### Water and Sewer

A small number of houses in North Preston built through government assistance are connected to a central water supply. The balance and majority of homes in both Prestons draw their water from drilled and surface wells. The former suffer from mineral contamination and the latter from bacteriological contamination. To a large extent, the contamination of dug wells comes about through inadequate sewage disposal systems. Estimates in North Preston indicate that approximately one-third of homes have sewage disposal systems (which may or may not function properly); one-third have privies; and one-third have no sewage disposal facilities whatsoever. The pattern of land ownership, the dispersement of the population, and the lack of soil appropriate to sewage disposal beds make the amelioration of this problem both technically difficult and costly.

#### Garbage Disposal

Halifax County provides weekly garbage pickup in the Preston area. Yet, certain family housing units do not take advantage of the service. Although the situation has improved markedly in recent years, it continues to be a problem. Garbage disposal fosters rodent infestation, the transmission of disease, and related problems.

#### Rodent Population

Because of the prevalence of garbage and farming operations, the rodent population in the area has posed a health problem, especially as it relates to trichinosis. Through improved control procedures, this problem has been reduced markedly in recent years.

#### Nutritional Problems

Nutritional problems in the community relate more to food choice habits than the lack of income. Overall, the nutritional problems are not manifested in significant health problems that the Health Unit is currently aware of.

### Housing Conditions/Cultural Considerations

Due to the nature of the community, crowding in housing is frequent with the result of the easy transmission of communicable disease. Effects are lessened through vigorous immunization programs offered through the Department of Health as well as educational programs and activities carried out by Community Health Nursing staff for example to improve levels of hygiene amongst community residents, the care and feeding of infants, etc. The present acceptable lifestyle is not always conducive to a high level of well being and positive health status. Health issues in this community are often perceived to be secondary to economic concerns. The population of the Prestons is, also, noticeably aging and related problems with geriatric populations will likely surface here in the near future as the proportion of elderly within this community increases.

### RESPONSES TO COMMUNITY HEALTH PROBLEMS

There have been numerous efforts in the recent past to improve the situation in the Preston area. Perhaps the most gains were made through the development of a municipal plan through active consultation with community members. This plan involved the areas of Lake Major, North Preston, Cherrybrook, and East Preston. Implementation, however, has lagged. The Health Department has made a number of direct responses as noted below. There are continued efforts to incrementally improve the health of these communities through environmental improvements and Community Health Nursing efforts to encourage the adoption of healthful patterns of behavior (lifestyles) and residents of this community are offered the same range and level of service available to other residents of Halifax County.

The Department of Health is actively involved in the North Preston Community Clinic by providing two nursing staff two days per week. As well, the Public Health Nurse makes routine home visits and provides a variety of health education activities for residents. The medical clinic, run by Dr. Savage and the Dartmouth Medical Centre, also provides a drug dispensary service to the residents of North Preston.

Another visible health service has been the rat control program surrounding the control of trichinosis. This along with garbage disposal improvements, and the discouragement of selling wet garbage to pig farmers has proven largely successful in controlling trichinosis in swine.

Departmental staff provides consultation and advice to the community when requested. However, there is a reluctance by community members to follow municipal regulations. This added to the lack of economic wherewith-all means that the community can only improve its lot through a substantial infusion of outside funds. At this point, the Health Department has neither the mandate nor the resources to provide the impetus to initiate further and obvious solutions to health issues now facing this community such as the improvement of the water and sewer services provided to the community.

Province of Nova Scotia  
**DEPARTMENT OF HEALTH**

120 Exhibition Street  
KENTVILLE, N.S.  
B4N 4E5

March 8, 1985

CONFIDENTIAL

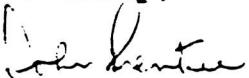
Dr. W. H. Sullivan, M.D., D.P.H.  
Administrator, Community Health Services  
Department of Health  
P. O. Box 488  
Halifax, Nova Scotia  
B3J 2R8

Dear Doctor Sullivan:

With regards to your memo of March 6, 1985 referring to Dr. Miller's letter of the same day, there would appear to be no situations within Fundy Health Unit that constitute a significant and unique situation relative to the background community experience.

Thank you.

Yours truly,



John D. Prentice, M.D., M.P.H., D.O.H.S.  
Director, Fundy Health Unit

JDP/rh





Province of Nova Scotia  
DEPARTMENT OF HEALTH

CAPE BRETON HEALTH UNIT

New Provincial Building  
Prince Street  
Sydney, Nova Scotia  
B1P 5L1

March 12, 1985.

MAR 18 1985

ADMINISTRATOR  
COMMUNITY HEALTH SERVICES

Dr. W. H. Sullivan  
Administrator  
Community Health Services  
Department of Health  
Halifax, N. S.

Dear Doctor Sullivan:

Re: Your Request and Request From  
Dr. Miller on "Black Communities"

The following are our comments relating to the Cape Breton Health Unit and in particular the Whitney Pier area of Sydney:

Social:

The African Orthodox Church fulfills religious needs. There are beverage rooms, clubs, and stores there as well. The United Mission (affiliated with the church) sponsor pre-school programs for children during the summer months. These, by the way, are open to white and black children of the area and are usually funded through grants. There are no segregation outlets in this area, for example, the black children attend the same public schools. They have the same Social Services as the white population and appear to be integrated well.

Housing:

Over the past few years the housing has greatly improved, older substandard houses have been torn down and new low rental housing units built. Also, new subdivisions have been started through the Nova Scotia Department of Housing and Seton foundations. As well, there are Senior Citizen housing units available in the district.

Health Needs:

There is a medical clinic servicing the area with approximately ten doctors available. They have access to all the health agencies as white people in the community.

The Social Worker for that area, when asked if she had any thoughts on the black population, said that in her opinion they are being looked after just as well as the other cultures and there appears to be no special needs that are not met.

Yours sincerely,

L. D. MacCormick, M. D., D.P.H.  
Director  
Cape Breton Health Unit

Nova Scotia



Department of  
Health

WESTERN HEALTH UNIT

P. O. Box 338  
Yarmouth, Nova Scotia  
B5A 4B3

CONFIDENTIAL

MEMORANDUM TO: Dr. W. H. Sullivan, Administrator  
Community Health Services

FROM: V. K. Rideout, M.D., D.P.H.  
Director, Western Health Unit

DATE: 14 March, 1985

REGARDING: Your memo of March 6, 1985

With reference to your memorandum of March 6, 1985 regarding Dr. Miller's request for information on the Black Community problem, I would submit the following:

In this area we have several small communities which are primarily occupied by the black population. These are Jordan Town, Acaciaville and Conway adjacent to the town of Digby; Danvers, Douceteville and Weymouth Falls adjacent to the village of Weymouth; and Greenville adjacent to the Yarmouth Town. Additionally, black people live in Digby Town, quite a population in Yarmouth Town and in the Shelburne area there is a fairly large black population but they are integrated into the town itself and the immediate surrounding area. This week I visited all of these communities with the exception of Shelburne to observe the situation with housing and I see a great improvement over the last few years. There has been quite a number of new houses built, both privately and through Section 40 of the C.M.H.C. Also there have been a number of houses upgraded due to various housing grants, including R.R.A.P. Additionally, there have been quite a number of improvements made on sanitation, that is, the installation of on-site sewage disposal systems. This applies to all areas. There are still some houses which one would have to consider sub-standard and no doubt there are other sanitary problems still in these communities. Overall however, there has been a fairly marked improvement as noted above.

In the towns of Yarmouth, Shelburne and Digby, the black population is housed in the various types of rental and privately owned properties as are the other members of the population. Quite a number of black families are also housed in low rental housing. Also in the town there is again some sub-standard rental properties which are occupied by both black and white citizens.

... Page 2

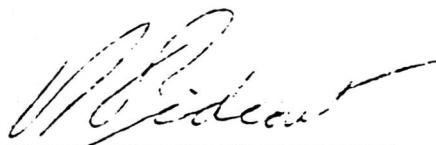
MEMO TO: Dr. W. H. Sullivan  
14 March, 1985  
Page 2

With respect to education, the school systems are available and accessible to the black population in all areas, including required busing.

The black communities, like most of our rural communities, have little or no opportunity for employment within their own boundaries and most work is obtained in the towns or surrounding areas. This area is a somewhat depressed area and unemployment is relatively high for all citizens, not just the black community.

At this time I cannot think of any unusual problems affecting the black population. Their health needs are met by the hospitals, M.I.S. programs, dental programs and community health services as are any other citizens. Within the black communities themselves, my community health nurses advise that the children seem as well or better cared for than in some of our other communities. There seems to be a neighbourhood support system available for these children. Immunization rates are in keeping with all other elements of the population and in fact we have certain "white areas" where immunization and health standards are much lower.

In summary then I would say that in much of Nova Scotia there has been a slow but steady improvement in black communities. The lack of employment or under-employment is certainly present but this is a common factor. The overall appearance of the black communities is as good or better than some of our other communities in this area.



---

V. K. Rideout, M.D., D.P.H.  
Director, Western Health Unit

VKR:rh



---

Department of  
Health

NORTHUMBERLAND HEALTH UNIT

Aberdeen Mall  
New Glasgow, N.S.  
B2H 5E5

MEMORANDUM

PERSONAL & CONFIDENTIAL

TO: Dr. Wayne Sullivan  
FROM: Dr. Fran Galvon  
DATE: March 12, 1985  
RE: Black Community - Problems

---

Further to your memorandum dated March 6, 1985 concerning Black Community Problems, the following information has been obtained from my staff:

Pictou County

Most Black families in Pictou County live in an area off the Vale Road in New Glasgow. The majority of their homes are connected to the town water and sewage system. However, Black families in the Priestville - Walkerville area have individual wells and malfunctioning septic systems. This is not unique to the Blacks as an equal number, if not more, White families in this area have the same problems. Pictou County Council is seeking funding to extend the New Glasgow water and sewer lines into the Priestville - Walkerville area.

Our Community Health Nurses feel that there is no difference in accessibility and use of services provided by our Department. In their post partum infant visiting the Community Health Nurses have noted that single Black mothers tend to live at home with parents. These extended families, occasionally numbering 8-10 people and frequently more than two generations, live in single family dwellings thus creating crowded living conditions. The problem of crowded living conditions appears more frequently in Blacks than in Whites. The problem does not however appear to be due to an increase of illegitimacy among the Black population.

Guysborough County (Lincolnville and Sunnyville)

There has been a tremendous improvement in housing in these communities in the last ten years. In 1975-76, 28 new homes were built under the Rural and Native Housing Program. Since then an additional 14 new homes all with central heating, indoor plumbing, drilled wells and on-site sewage have been installed. A further 20-30 new wells and sewage disposal systems

Dr. Wayne Sullivan - Page 2.

have been installed to serve existing dwellings. Our Public Health Inspectors feel that the overall percentage of unsatisfactory water and sewage systems for Blacks is no higher than for others.

Our Community Health Nurse has identified health issues that are of concern to the Blacks but that are not unique to Blacks. These are issues of life-style problems that relate to any lower socio-economic group of people. These issues include single parents, poor self image, obesity and cigarette, alcohol and drug excesses.

A big problem noted among the Black Community relates to the excessive school drop out rate among Black teenagers. This dropout is usually associated with poor performance throughout school, with the consequence of being held back and being taught with younger and younger classmates. In the local high school this year among the eight Black students in Grade 12, there are no academic students. All eight are general students.

I hope these comments will assist you in addressing the issue of your concern.

Fran Galvin  
Director  
Northumberland Health Unit

G:bdm

Nova Scotia



Department of  
Health

ATLANTIC HEALTH UNIT

1600 Bedford Highway  
Bedford, Nova Scotia  
B4A 1E8

April 10, 1985

Dr. W. H. Sullivan  
Administrator, Community  
Health Services  
P. O. Box 488  
Halifax, N. S.  
B3J 2R8

APR 10 1985

ADMINISTRATOR  
~~COMMUNITY HEALTH SERVICES~~

Dear Dr. Sullivan:

RE: Black Communities,  
Atlantic Health Unit

This letter is in response to your request for possible solutions to some of the earlier identified health issues as they relate to the black communities in the Atlantic Health Unit.

One of the most significant problem areas identified is the rather primitive state of affairs with regard to the sewage and water systems presently found in the North Preston, Lake Major, East Preston area. The rather high prevalence of Ascariasis, which has been previously identified in the residents of these areas, has been attributed partially to the poor sanitation conditions. Better sewage and water facilities in these communities would reduce significantly the presently identified health problems and reduce the many potential health problems to which any population is exposed as a result of such poor sanitary systems.

The problems of these communities have been subject to study in the past. In the late 1970's and early 1980's the Municipality of the County of Halifax commissioned a consultant report, which was to examine a variety of issues as they relate to these communities. From this process emerged the Municipal Development Plan for the communities of North Preston, Lake Major, Lake Leon/Cherry Brook, and East Preston. This report was released in May, 1981. It has been adopted by the Municipality of the County of Halifax, and the plan was approved by the Minister of Municipal Affairs in July, 1981.

This development plan makes a number of recommendations, some of which are quite specifically health related. In particular, there are recommendations regarding improvements which should come about to the sewage and water facilities. As mentioned earlier, this plan and the recommendations have been approved by the Municipality of the County of Halifax, but I understand

little action has been taken to date. As you are quite aware the solutions to poor sewage and water facilities, such as exists in these communities, are very costly. The cost problems are compounded by the rather poor economic conditions of the residents, such that it would appear very unlikely that they would be able to contribute to the funds required to improve facilities. I would suggest that any plan which required cost sharing on the part of the individuals who are to receive the improved facilities would not get a favourable response from the residents of these communities. Despite the obvious financial problems involved, I would suggest that the implementation of the Development Plan referred to above would have a major direct affect in improving the health status of the black community residents within the Atlantic Health Unit.

One area which deserves more study with respect to the black community is the prevalence of high blood pressure. In the United States it has been demonstrated that the black community is subject to much higher rates of hypertension than the white community. As a result, blacks suffer from higher rates of complications to high blood pressure such as premature cardiovascular disease, stroke, etc. At the present time we do not know if a similar situation exists in Canada. To my knowledge, no studies have been done in this area. Lack of access to proper medical care seems to be a major factor related to the problem of hypertension and the black community in the U.S. This would not appear to be a problem in this province with our Medicare system. I do feel it would be beneficial for some research to be carried out in this area.

As you know, it is very difficult to define problems within a very specific health context. Most problems have, in addition, quite powerful social and economic components. Consequently, to achieve an objective of better health, outcomes often may require as much action on the social and economic side as they do of the health perspective. Improving the nutritional status of the community is one prime example. It is now well known that what people eat will have a tremendous impact on the prevalence of cardiovascular disease in a community. However, eating habits are usually determined by the level of income and cultural background rather than a desire to avoid an unfortunate health outcome. Obviously specifically defined and targeted education programs can be quite effective in dealing with such problems. Their effectiveness, however, will be limited if at the same time some improvement is not made to the social and economic components of the problem.

I hope this information will be of some use. If you would like to discuss these matters in more detail, please do not hesitate to contact me.

Yours truly,



David R. MacLean, M.D., C.C.F.P., M.H.Sc.  
Director, Atlantic/Lunenburg-Queens  
Health Unit

DRMACL|bmm

**Appendix D**

Department of Housing

Black Communities

Black Communities in Nova Scotia



# Department of Housing



# Memorandum

To Armand F. Pinard Our File Reference  
Deputy Minister.

From E. A. Clarke Your File Reference  
Director, Planning Services

Subject BLACK COMMUNITIES Date 05 March 1985

Further to your memorandum of February 27, 1985, the following information outlines the Department's involvement with land development and housing programmes in black communities throughout the Province.

REGION 2

## **GUYSBOROUGH COUNTY -(LINCOLNVILLE/SUNNYVILLE)**

Approximately 40 new homes were built in this area through the Native and Rural Housing Programme.

REGION 3

## **NORTH PRESTON**

Of the 67 lots made available by the Department of Housing in this area, 37 lots have been sold to date. The majority of these lots were developed under a variety of programmes; including Co-op, Self Help, Phased Housing, Lease Purchase, and the Rural and Native Housing Programme.

The Department was also involved with the construction of 10 family units in North Preston.

## EAST PRESTON

A 15-unit senior citizens project was constructed in this area in 1979.

**PARTRIDGE RIVER ESTATE SUBDIVISION (formerly the East Preston Land Assembly)**

The Partridge River Estate Subdivision is comprised of 17 lots that were made available by the Preston Area Housing Fund through a loan from the Department of Housing. There are 8 lots developed to date, and 2 lots reserved for public housing.

**PRESTON AREA HOUSING FUND**

The main objective of the Preston Area Housing Fund (formerly the North Preston Housing Fund) is to improve the housing conditions in the Preston area. The group began in 1972, and is made up of members from the Department of Housing, the Department of Social Services, the Municipality of the County of Halifax, and the United Church of Canada. The Preston Area Housing Fund is the delivery agent for the Residential Rehabilitation Assistance Programme (RRAP) and CMHC Section 40 housing programmes (Rural and Native).

The Department of Housing has funded the administrative costs of the Preston Area Housing Fund since 1970.

**RRAP AND RURAL & NATIVE HOUSING PROGRAMME**

In the Preston area between 1978-79, 79 units were rehabilitated under the federally-funded Residential Rehabilitation Assistance Programme (RRAP) at a cost of \$370,000. It is anticipated that 10 additional units will be repaired in 1985 at a cost of \$50,000.

Under the Rural and Native Housing Programme, 32 units were constructed from 1976 to 1984 at a capital cost of \$1,230,500 (75% federal and 25% provincial). In 1985, it is anticipated that 2 additional units will be constructed at a capital cost of \$120,000.

In addition to these programmes, the Senior Citizens Assistance Programme (SCAP) and the Provincial Housing Emergency Repair Programme (PHERP) were used extensively in the North and East Preston areas.

**CHERRYBROOK**

Approximately 13 units were developed to date under the Co-op Housing Programme in this area.

**BEECHVILLE**

Forty (40) serviced lots have been sold in the Beechville area, 33 of which were developed under the Co-op Housing Programme.

REGION 4

**ACACIAVILLE**

A small 6-lot subdivision was developed in this area, of which 4 lots have been sold to date.

ACROSS THE PROVINCE:

In all four regions, the Department's regular programmes, including SCAP, SLAP, PHERP, ACCESS-A-HOME, SELF HELP and LEASE PURCHASE have been delivered evenly throughout the population base and will have had some impact on the improvement of housing for black communities. Similarly, the federal Residential Rehabilitation Assistance Programme (RRAP) would have had a general impact across the province.

E. A. Clarke  
Director, Planning Services

TGD:tp

Nova Scotia



RECEIVED  
MAR 18 1985  
DEPUTY MIN.

Department of  
Housing

Memorandum

To **Armand F. Pinard,** Our File Reference 500-P6-1  
**Deputy Minister**

From **E. A. Clarke,** Your File Reference  
**Director of Planning Services**

Subject **BLACK COMMUNITIES IN NOVA SCOTIA** Date March 15, 1985

In response to your memorandum of March 6th, the following information is provided.

Province wide, the Department of Housing and Canada Mortgage and Housing Corporation have expended at least \$15,000,000 towards the improvement of housing conditions in various black communities over the past ten years. The portion of this \$15,000,000 that is considered grant monies totals approximately \$6,700,000, while \$1,600,000 is subsidies on public housing, and the remainder is low interest loans or other forms.

Major current housing related problems in these communities include:

1. Substandard living conditions/affordability as defined by Canada Mortgage and Housing Corporation -
  - (a) undersized housing resulting in crowded living conditions, traditionally defined as more than one person per room;
  - (b) physically inadequate housing, defined as lacking basic facilities (plumbing, heating, electricity);
  - (c) an excessive percentage of income required for housing, usually defined as more than 30 percent.
2. Some ownership housing programmes have been unable to adequately service the need in black communities due to the historically low income level of applicants. In addition units being mortgaged are required to have a market value equal to or exceeding the mortgage.

3. Unwillingness of private financial institutions to extend home improvement loans and mortgages to families in black communities due to low market values.

Actions which may be of assistance to the communities include:

- (a) Initiate a small house programme (using sweat equity and constructing the house to the shell stage), similar to Kings County Housing Society (outline attached).
- (b) Initiate a grant programme to families on severely restricted income. Grants to be used to carry out essential renovations and repairs. (Expanded use of P.H.E.R.P. to include non-emergency situations.)
- (c) Provide serviced lots at a price that is not only below cost but also below market value, to encourage new housing development.
- (d) Provide second mortgage financing as an earned grant or low interest mortgage to allow families to acquire better living accommodations.
- (e) Request C.M.H.C. to increase the forgiveable portion of their R.R.A.P. grants and loans. Rather than \$3,750 forgiveness in a \$10,000 loan, consider 50/50 or 75/25 forgiveness vs. loan.

macleish  
E. A. Clarke

FR/bn  
Attachments

## **Appendix E**

Department of Municipal Affairs

Black Communities in Nova Scotia

Nova Scotia



**Department of  
Municipal Affairs**

RECEIVED

MAR 25 1985

POLICY BOARD

PO Box 216  
Halifax, Nova Scotia  
B3J 2M4

902 424-4141

**M E M O R A N D U M**

TO: Carmen Moir, Deputy Minister, Policy Board

FROM: John Mullally, Deputy Minister, Municipal Affairs *J.M.*

DATE: March 21, 1985

RE: BLACK COMMUNITIES IN NOVA SCOTIA

**1. Population Statistics of Blacks by Community or by County**

- Statistics Canada cannot ask questions that would seem to be discriminatory, and as Enumeration Areas tend not to correspond to communities, it is difficult to find "hard data" on population figures for Black Communities.
- In 1978-79, the Department of Municipal Affairs, along with the City of Dartmouth and the County of Halifax, commissioned a Report on the Socio-economic Aspects of the Communities of North Preston, East Preston, Lake Major, and Cherry Brook which was prepared by H. J. Porter and Associates Limited.
- Using population projections and Actual Community Survey Results, the Hugh Porter Study indicated that 2,370 black people resided within the study area. The report indicated a trend towards out-migration, hence the population may be smaller today.
- The study methodology applied in the Hugh Porter Report is probably most effective in determining black population, i.e. going door-to-door achieves a higher response rate, but is also an expensive method.
- Several municipal clerks were contacted to find out if black communities could be identified in their areas. Further contacts of this sort could be made if considered useful. These figures are, of course, only estimates.

C. Moir  
Re: Black Communities In Nova Scotia  
Page 2

<u>County</u>	<u>Community</u>	<u>Black Population</u> (approx.)
Antigonish	Tracadie .	100
Guysborough	Sunnyvale	400
	Lincolnville	200
Queens	Western Head Mersey Point	100
Digby	Acaciaville-Conway	200
Annapolis	Annapolis Royal	240
	Bridgetown	220
Halifax	North Preston	
	East Preston	2,370
	Cherry Brook, Lake Major	

- The Nova Scotia Human Rights Commission conducted a study entitled "Project Focus: Lucasville, Hammonds Plains and the Cobequid Road Area", where they found approximately 100 black households within the area. The methodology adopted for this survey would not lead to very accurate population projections, but I have enclosed the same as it points out some social problems.

**2. Black Studies conducted by Municipal Affairs or by the Municipal Units**

- No studies have been completed by any of the municipal units that have come to the attention of the Department.
- The Department of Municipal Affairs became very active in the Lake Major Watershed Area Development Plan some years ago, and by necessity, the plan formulation process placed a major emphasis on the social, economic and "political" aspects of the communities involved.

C. Moir

Re: Black Communities In Nova Scotia

Page 3

- The enclosed report entitled "From Africville to New Road", prepared with funding from Municipal Affairs, probably gives the best summary of the development process in the Lake Major-Preston area to 1983. It makes reference to various studies, and attached herewith is a list of those which are available in the Municipal Affairs Library. Should you wish to see any of these reports, do not hesitate to request the same.

3. **Watershed Associated Development Enterprise (WADE)**

As you are aware, the Joint Action Committee that was responsible for much of the "public relations" aspect in implementing the municipal development plan for the Lake Major Area, incorporated WADE under the Companies Act, in March of 1983. The objectives of this Company are to study, promote and implement social and economic development in the Preston Lake major area. In 1984, Management Board approved a \$73,000.00 grant to be paid by the Department of Municipal Affairs to WADE. The Hugh Porter study would indicate that this sort of government input is necessary as an investment in the area by private businesses would be considered too risky.

I am enclosing the Socio-Economic Report prepared by H. J. Porter and Associates. Some of the problems noted in the Report, and confirmed by the municipal clerks contacted, include low incomes, poor housing, low market value of property, high unemployment, dependency on social assistance, minimal local industry, a poor economic base, and inherent prejudice.

A handwritten signature in black ink, appearing to read "C. Moir". The signature is fluid and cursive, with a long horizontal line extending from the end of the "r" towards the right.

**Appendix F**

**Department of Social Services**

**Summary of Department of Social Services' Activities  
in the Provision of Funding/Services to Black Communities  
in Nova Scotia**

SUMMARY OF DEPARTMENT OF SOCIAL SERVICES' ACTIVITIES IN THE  
PROVISION OF FUNDING/SERVICES TO BLACK COMMUNITIES IN NOVA SCOTIA

1. BLACK UNITED FRONT

Since July, 1975, the Department of Social Services has provided funds to the Black United Front of Nova Scotia to provide for the hiring of 9 staff persons and to pay for its ongoing operating costs. The attached sheet shows the funding provided yearly since 1975.

The purpose of the funding is to enable the Black United Front to employ community development workers in five areas of the Province, i.e., Yarmouth, Windsor, New Glasgow, Guysborough and Sydney. The purpose of these community development workers is to assist the community in improving the conditions in the community which the communities have themselves identified as being in need of rectification.

Another major aspect of B.U.F.'s program is its "human services worker". This person is located in Halifax but serves the entire Province. This individual responds to individual concerns of the Black community relating to housing, welfare payments, jobs, problems with the criminal justice system and the like. It has always been difficult for the Department of Social Services to assess the exact tangible benefits that the Black United Front has had with the Black community. However, during the negotiations in 1984 for the re-instatement of funding to the Black United Front, it became apparent that there are staunch supporters of the Black United Front who feel that the organization is providing a valuable service through its community development program. Cost-sharing from the Federal Government is at the rate of 50% of staff salaries, travel, and training costs. The recoveries for 1981-82 were \$ 162,956; recoveries for 1982-83 were \$ 211,870.

2. THE NOVA SCOTIA HOME FOR COLORED CHILDREN

The attached excerpt entitled, "History and Philosophy and Organization of the Nova Scotia Home for Colored Children" gives a synopsis of the program provided at the Home.

The funding provided by the Department of Social Services since 1981-82 is as follows:

1981-82	-	\$ 441,661.
1982-83	-	431,878.
1983-84	-	419,362.
1984-85	-	479,633.

Fifty per cent of this funding is recoverable from the Federal Government through the Canada Assistance Plan. The current per diem rate for the Home is \$ 51.35 and this per diem rate was established on the basis of a special formula not provided to other facilities. This special formula provides for an 80% occupancy", whereas other facilities for which the Department of Social Services provides cost-sharing have their per diem rate based on a 95% occupancy.

3. COMMUNITY DEVELOPMENT PROGRAM

In 1970 the Legislature of Nova Scotia enacted the North Preston Housing Demonstration Act and subsequently amended this Act in 1976. The purpose of the Act was to establish the Preston Area Housing Fund which was primarily set up for the provision of small mortgages in the amount of \$ 5,000. to enable residents of the Preston area to borrow money for necessary renovations and repairs to their homes so that they could upgrade and improve their standard of living. The initial money for the mortgage program was provided from two sources - the Province, which gave \$ 90,000. and the United Church which gave

\$ 45,000. Persons who received mortgage money from the fund are required to make a monthly instalment and the interest rate is currently 8%. The Nova Scotia Housing Commission gives the Housing Fund a grant of approximately \$ 10,000. per year to pay for the administration costs. There is also a full time community development worker, funded by Social Services, employed to assist in the administration of the fund and other related duties in the Preston area.

The Housing Fund, through the utilization of C.M.H.C. monies (pursuant to the non-profit section of the National Housing Act) in the amount of \$ 136,000. built ten houses. Two apartments - each of the apartments having four units - were also constructed in the North Preston area, using C.M.H.C. monies, pursuant to the non-profit section of the National Housing Act. These houses and apartments are rented and administered by the Housing Fund as well as ten other houses which were built by the Housing Commission as public housing. Initially it was felt that the houses could be sold, but apparently it became more expedient to rent the houses than to try to sell them. The Preston Fund has bought land which has been sub-divided into 17 lots in the East Preston area and the sub-division is known as the Partridge River Estates. These lots are being sold for \$ 6,000. each to any person who is interested in buying them. The Fund obtained a loan from the Housing Commission to buy the land and will have to repay that loan.

The Housing Fund is also a delivery agent for the Rural Rehabilitation Assistance Program and the Rural and Native Housing Program. Under the R.H.A.P. program, about one-half a million dollars has been funnelled into the Preston area communities for home repairs. Through the Rural and Native Housing program, 28 houses have been built at a cost of ranging from \$ 24,000. to \$ 55,000. for each home. Four more houses are under construction and the allocation of houses for the next fiscal period is apparently going to be two homes. The Rural

Rehabilitation Assistance Program and the Rural and Native Housing Program provide for a write-down on the mortgage based on the person's ability to pay and usually the mortgages are around \$ 200. per month. This write down is a subsidizing of the mortgage payments so that a family does not spend more than 25% of its income on mortgage payments. Many of the mortgages are paid through the Family Benefits program, because these families are families in need.

Another piece of legislation which has been very useful to the Black community is the Land Clarifications Title Act. This has been used widely in Black communities in Nova Scotia to clarify titles.

In the Guysborough area the R.H.A.P. and Rural and Native Housing programs have been used to improve housing, particularly in the Lincolnville and Sunnyville areas. The Department of Social Services did have a community services worker there to help with the C.M.H.C. applications, identifying families, and helping in the selection process as well as in the construction and the placement of families in the new homes. Approximately 24 housing units were built in the Lincolnville-Sunnyville area.

A community service worker was employed in the Acaciaville/Weymouth Falls area, but at a time when the Federal Housing programs were not being utilized. At that time (early 70's), Canada Works money was used to renovate a school to a community centre. There was also an effort at employment in the form of a strawberry farm where the labor for the picking of the berries was organized in the Black communities. This project was funded under A.R.D.A. (Agricultural Rehabilitation Development Act).

From 1964 to 1976 the Department of Social Services had employed a special employment officer for Blacks. This program has now been taken over by the Department of Employment and Immigration through their Outreach programs for special groups.

4. WORK ACTIVITY CENTRES

(a) HALIFAX

Approximately 25% of their 100 students are black. The problems of the black students are the same as those of the white students, i.e. no life or employment skills, low self-esteem, no self-confidence, disadvantaged social and cultural background. This facility has black board members and black staff.

(b) DARTMOUTH

Approximately 20% to 30% of their 90 students are black. Their main problems are low educational levels (many are functionally illiterate), no life skills and lack of job skills. They especially need exposure to working in a white milieu. This facility has black board members and black staff.

The Department of Social Services funds 100% of the approved budget for Work Activity Centres and the Federal Government cost-shares on a 50/50 basis in the expenditure.

5. FAMILY BENEFITS

It is not possible to ascertain what numbers of the 23,444 Family Benefits recipients are blacks.

6. MUNICIPAL SOCIAL ASSISTANCE

(a) CITY OF DARTMOUTH

Approximately 5% of the 1,150 recipients are from the Black community.

(b) CITY OF HALIFAX

Approximately 150 to 200 of the 1,400 recipients are from the Black community. Low education levels, high unemployment are noted as the most serious problems.

(c) COUNTY OF HALIFAX

Approximately 300 of the 1,500 recipients are from the Black community. Employment skills are more conducive to seasonal employment such as landscaping and cement work, hence the need for winter jobs is high.

7. H.R.D.A. - HUMAN RESOURCES DEVELOPMENT ASSOCIATION

There have been very few referrals of blacks to this program. Currently there are only two blacks employed in the H.R.D.A. employment ventures. One is a bookkeeper/receptionist for H.R.D.A., the other is an assistant manager with Sure-Shine Cleaners Services. There is at present a labor pool of 50 persons waiting for job placement and the best guestimate is that five of these are blacks.

FUNDING FOR BLACK UNITED FRONT SINCE 1975

1975	-	\$ 111,500.
1976-77	-	168,017.
1977-78	-	168,000.
1978-79	-	178,100.
1979-80	-	178,100.
1980-81	-	178,100.
1981-82	-	239,985.
1982-83	-	280,400.
1983-84	-	199,048.
1984-85	-	265,400.

## THE NOVA SCOTIA HOME FOR COLOURED CHILDREN

### HISTORY, PHILOSOPHY & ORGANIZATION

The Nova Scotia Home for Coloured Children has a long and proud tradition of serving youth in the Maritimes Region. Originally incorporated in 1915, the Home continues to provide the best possible care to children from all walks of life. Founded to meet the needs of disadvantaged black youth, the Home has always reached out to young people from all races, creeds and colors. The Home is a co-educational residence serving students from 5-19 years of age, who are experiencing emotional or behavioural problems. Due to a breakdown in their family unit these youth have been removed from their home environment and are referred to our Home for emergency and/or short term placement. The Home has a capacity for 32 residents in semi-private rooms.

Situated on 300 acres of land in Westphal, the Home consists of two buildings built in 1978, one building is used as a Receiving Centre and Assessment Centre for short term placements. The second is a Group Home for the older and long term residents. Outdoor recreation facilities include a baseball diamond, a basketball court and a playground.

While residing at the Home these youngsters attend local schools and churches and have weekly programs of gym and swim organized at the "Y" and at Graham Creighton Jr. High School.

Under the management of a voluntary Board of Directors, the staff of the Home consists of an Executive Director, two Supervisors, one Secretary, one Maintenance person, and Assistant Supervisor, one Cook and eleven Child Care Workers. Added to this group are two part-time employees and several on-call workers.

The primary aims and objectives of the Home for Coloured Children are as follows:

- Advancement of academic and vocational skill levels.
- To foster life skills as a preparation for independent living.
- To develop interpersonal relations in a group setting.
- To promote programs aimed at enhancing self awareness, self esteem and self control.
- To improve communication skills.
- To provide high quality service to our residents to meet the needs of the individual in a group setting.

We attempt to meet the above needs through recreational, social, religious, and educational means of programming.

The Nova Scotia Home for Coloured Children is not meant to meet all of the needs of its youth, and as such relies very heavily upon the resources of the community to reach its objectives. While it is true that ideally all children should be raised in their own home, we have found that with many children that is not possible. Thus the need for our Home.

**BLACK UNITED FRONT  
OF  
NOVA SCOTIA**

8 EDWARD STREET, DARTMOUTH, NOVA SCOTIA B2Y 2P1  
PHONE: (902) 465-4010

M E M O R A N D U M

TO: JOHN A. MACKENZIE, DEPUTY MINISTER  
FROM: RICK JOSEPH, EXECUTIVE DIRECTOR  
DATE: APRIL 1, 1985  
SUBJECT: ORGANIZATIONS AND COMMUNITY GROUPS IN THE BLACK COMMUNITIES

We have provided you with a brief profile of the Black organizations in the Province. These have been classified as Provincial or Community. We have identified eight (8) Provincial organizations and ten (10) at the Community level. We feel that the strongest organizations that could assist you in your specific planning are:

Provincially

The Black United Front of Nova Scotia

Reasons: . A Staff member is located in each Sector.  
. The visibility of BUF and the growing support for the organization.  
. We are presently attempting to organize the communities to tackle the problems of unemployment, lack of education and racism. Your plans would compliment our efforts and vice versa.

Community

Watershed Association Development Enterprises

Reasons: . The rapport and organization that this organization has already established in its' communities.  
. A staff in place to co-ordinate efforts

Digby Betterment Association

- Reasons:
- Good rapport with community.
  - Membership comprises members of the Black Business community from the area.
  - In the past this group has successfully sponsored projects.

The Black United Front of Nova Scotia could work effectively with these groups as a coordinating body. In areas where organization is weak or non-existent BUF can implement and direct the project you have in mind.

## AFRICAN UNITED BAPTIST ASSOCIATION OF NOVA SCOTIA

Incorporated 1919  
Moderator - Rev. Donald Skeir

### Purpose:

- To promote the spiritual, social, education and moral welfare of the member churches

### Level of Activity in the Community(s) - High

## BLACK UNITED FRONT OF NOVA SCOTIA

Inception	August 1969
Chairperson	Mrs. Edith Cromwell
Membership	Open to members of black Communities.
Council of	<u>60</u>
Staff	<u>9</u>

### Prupose:

- To establish a Black consensus on matters affecting the growth and development of the Black community.
- To eliminate the economic isolation of the Black community.
- To gain greater political power.
- To develop an improved self-image.
- To develop leadership and organizing skills.
- To research and document problem areas.
- To assist black communities to analyze and plan solutions to their problems.
- To create avenues through which the Black community can tap resources for self help programs.
- To ensure that the rights and dignity of the black community are not infringed upon.

### Level of Activity in community(s) - Very High

3      BALALIAN DEVELOPMENT ASSOCIATION

Inception -                  1981  
President -                  Castor Williams - Lawyer  
Membership -                Type - Advisory Board Arrangement  
                                  Number - 4 members on board

Staff - 0

Purpose:

- To identify, catalogue and describe the quantity and quality of specific economic opportunities and deficiencies of Black areas and communities.
- To identify particular types of developmental strategies feasible with an assessment of the role of the local population in these strategies.
- Examine the potential outcome of the community development approach.
- To assess the impact of Public Expenditure and Government Programs in the development process as they affect the Black communities.

Level of Activity in Community(s) Low to none existant at the moment.  
Very good potential.

4      BLACK BUSINESS CONSORTIUM

Inception -                  November 24, 1981  
President -                  David Hill - Businessman  
Membership -                Type - individual Businesspeople  
                                  Number - Approx. 20  
Staff - 0

Purpose:

- To increase the number of Black owned Business Enterprise starts.
- To strengthen and provide marketing opportunities for existing Black-owned businesses.
- To assist and enhance the availability and co-ordination of Government incentives to Black owned businesses.
- To assist and enhance Black-owned business in securing Government contracts.

Level of Activity inCommunity(s) - Low at the moment but good potential.

5 BLACK CULTURAL SOCIETY - Society for the Protection and preservation of Black Culture in Nova Scotia.

Inception - May 19, 1977  
President - H.A.J. (Gus) Wedderburn  
Membership - Type - 26 member board of Directors  
number of members.  
Staff - 5

Purpose:

- To create within the Black community an awareness of their roots, their heritage and a sense of identity.
- The centre stands as an outlet for the General Public to explore, educate, understand and appreciate Black History. Past achievements and its relation to the present.

Level of Activity in the Community(s) - Very High - serves as the focal point for many activities and events.

6 BLACK EDUCATORS ASSOCIATION

President - Brad Barton  
Membership - 20  
Staff 1

Purpose:

- Assist the Black communities in improving the quality of education.
- Ensure High Calibre of education for Blacks through Community Workshops.
- Professional Development

Level of Activity in Community(s) - High

7 BLACK SOCIAL WORKERS ASSOCIATION

Inception  
President - Maxene Provo-Sheppard  
Membership

Purpose:

- Professional Development.

8 BLACK PROFESSIONAL WOMEN'S GROUP

Inception - 1978  
President - Connie James  
Membership - 25  
Staff - 0

Purpose:

- To develop awareness, educationally, socially and culturally.
- To raise money for the Bursary Fund.

Level of Activity in Community(s) - Low at present.

9 DIGBY BETTERMENT ASSOCIATION

Inception -  
President - Ben Elms  
Membership - 10  
Staff - 0

Purpose:

- Community Projects for Senior Citizens and youth Groups.
- Sponsors for Canada Works Projects.

Level of Activity in Community(s) - High

1 DIGBY MENSFELLOWSHIP GROUP

Purpose: Church Group

2 DIGBY LADIES AUXILLIARY

Purpose: Church Group

3 WEYMOUTH COMMUNITY COUNCIL

Inception	-
President	- Giford Jarvis
Membership	- 4

Purpose:

- Sponsors of Outreach project
- Sponsors of Community activites.

Level of Activity in Community(s) - High - community support is low.  
Tends to be nepotism in Community Dealings.

C O M M U N I T Y

4 WATERSHED ASSOCIATION DEVELOPMENT ENTERPRISE

Inception - March 1984  
Chairperson  
Executive Director - James Francois  
Membership - 14 member board - acts as an umbrella group for community development organizations in the prestons.  
Staff - 5

Purpose:

- Maintains and implements employment opportunities, Human Resources Development, Financial Resources Development, Land Assembly, Water and Sewer, Housing, Land Title Clarification Recreation, Public information and Transportation.
- To Develop an economic base.
- Co-ordinate services and co-operation.
- Monitor Development Zone and Planning By-laws.

Level of Activity in Community(s) - Very High

EAST AND NORTH PRESTON RATEPAYERS ASSOCIATIONS

These associations are responsible for development both social and economic in the communities. These associations are under the W.A.D.E. umbrella

North Preston President	-	Mr. Arnold Johnson
East Preston President	-	Mr. Matthew Thomas

Level of Activity in Community(s) - High

SUNNYVILLE COMMUNITY ASSOCIATION (Guysborough)

Inception  
President - Marian Mansfield  
Membership - 9  
Staff - 0

Services Offered:

- Sponsors Canada Works programs.
- Sponsors Student Employment programs.

Level of Activity in Community(s) - Low

1 Pursuers

(New Glasgow)

Purpose:

- Community Growth Through self-Determination.
- To support any Black person who comes to the organization seeking assistance or advice.
- To foster unity among Black persons.
- Program Planning - Determination of Socio-Economic status of Blacks in Pictou County.
- Increase Black Representation on decision making Boards.
- Local Black Employment Committee to Confront problems of Black Employment.
- Housing.

Level of Activity in Community(s) - Very Low - Not effective - Social club.

2 TRURO ENHANCEMENT ASSOCIATION

President - Bill Jackson

Purpose:

- Social and Recreation
- Sponsors Young Canada Works
- Sponsors Youth Employment Related Projects.

Level of Activity in Community(s) - Low

3 SOUTH EAST AMHERST ACTION COMMITTEE

President - Rev. Charles Fox

Purpose:

- Sponsors community Development projects.

- Sponsors Employment projects.

Level of Activity in Community(s) - High - Church is influential,  
However, it is reported that benefits from programs  
tends to go to church members only.

(O) YARMOUTH AND GREENVILLE JOINT ACTION COMMITTEE

President - William Crawford  
Membership - 11  
Staff - 0

Purpose:

- Involvement in community activities concerning education and employment.
- Sponsors of Canada Works programs.

Level of Activity in Community(s) - Low

(K) GREENVILLE LADIES AUXILIARY

President - Arvilla Johnson  
Membership - 13

Purpose:

- Church Group