CITY OF SASKATOON
HERITAGE POLICY AND PROGRAM REVIEW
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City of Saskatoon

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2nd Avenue looking north from just south of the intersection with 21st Street, date unknown (Saskatoon Public Library Local History Room LH-1040)

EXECUTIVE SUMMARY

The City of Saskatoon recognizes the value of protecting its heritage assets, as well as relating the stewardship of its historic places to the other issues and processes involved in municipal governance. Over time, the City has developed a heritage program that promotes the long-term conservation of heritage assets. Civic Heritage Policy C10-020 was created in 1996, establishing the city's official heritage conservation program. Since then, Saskatoon has helped to preserve and celebrate heritage resources in the community. This program is supported through the efforts of the Municipal Heritage Advisory Committee.

Given the rapid growth of the city, and the recent policy development that has been undertaken as a result, it is timely to provide a comprehensive review of the existing municipal heritage management situation to ensure that it is relevant and responsive. The *Heritage Policy and Program Review* provides a framework to further recognize the potential of the city's heritage assets to act as a solid basis for the development of a vital and sustainable urban environment.

The key findings of the consultation and analysis concluded that despite the successes of the Heritage Program, there were key areas of weakness:
- Broader civic policy objectives do not recognize fully the importance of heritage conservation.
- There is no clear definition of what constitutes "heritage", nor an understanding how heritage resources will act as a community amenity, and how they will be conserved as part of the City's planning framework.
- Various aspects of the Heritage Program are not cross-referenced, well-funded or fully promoted.
- There are very few heritage sites that have any form of legal protection.
- The level of conservation achieved on heritage projects has been inconsistent.
- The City's heritage incentives are inadequate to achieve the stated goals of the Heritage Program.
- Public education and awareness about heritage issues is perceived as weak.
- Heritage conservation will be achieved more effectively through incentives rather than regulations.

This review outlines an array of goals and actions, gathered into an implementation strategy that integrates conservation initiatives within the land use planning and development approval process, and supports community heritage initiatives and partnerships. A framework for heritage policies and procedures is recommended that includes the continuing survey of potential heritage resources, enhanced heritage incentives, and integration with long-range planning objectives including sustainability and economic development initiatives. This is outlined in the following four key Goals:

GOAL 1:	**CITY HERITAGE STEWARDSHIP**
GOAL 2:	**ENHANCED HERITAGE PROGRAM**
GOAL 3:	**A BROADER RECOGNITION OF HERITAGE**
GOAL 4:	**NEIGHBOURHOOD HERITAGE PLANNING**

A ten-year Implementation Strategy has been developed, based on key program priorities and anticipated outcomes. These recommendations support an enhanced and effective municipal Heritage Program that will protect and interpret Saskatoon's heritage assets into the future.

1. INTRODUCTION

The most successful cities anticipate and prepare for the changes that lie ahead. They envision their future city and identify what will make it great, plan ahead and then act on their plans. Saskatoon today occupies almost 200 square kilometers and is home to over 220,000 people from a diversity of backgrounds. The city's residents appreciate the small town atmosphere with many urban amenities, and a rich sense of place as one of the hub cities of the Canadian West. Saskatoon is now at a point of significant growth, and is responding to global trends that affect all cities. Part of this framework for the management of change recognizes that the City's heritage policy structure must be integrated with broader civic goals and responsive to shifting realities if it is to meet these key challenges. It has been clearly recognized that a healthy, sustainable and complete community will require an integrated policy framework that capitalizes on community heritage and cultural assets.

Saskatoon has a long and fascinating history that has resulted in a complex legacy of tangible and intangible heritage resources, which is commemorated and interpreted through a number of historic buildings, cultural and natural landscapes, and facilities. The city has inherited a unique and multi-layered sense of place that builds on its past and promises an exciting future. This rich inheritance has resulted in a vibrant and diverse community. Public interest in Saskatoon's heritage legacy runs deep, and passionate support has been demonstrated for the conservation, commemoration and interpretation of shared histories and collective memories. The City, in conjunction with senior governments and community partners, has developed a heritage management framework that has recognized historic sites, structures, buildings, people and events. Heritage conservation is also recognized as an important part of economic development and sustainability, and is crucial in the long-term development of a complete community.

The City of Saskatoon recognizes the value of protecting its heritage assets, as well as relating the stewardship of its historic places to the other issues and processes involved in municipal governance. Over time, the City has developed a heritage program that promotes the long-term conservation of heritage assets including natural and human history, tangible and intangible. This includes an array of policies, procedures, and heritage incentives as well as integration with senior government programs. Civic Heritage Policy C10-020 was created in 1996, establishing the city's official heritage conservation program. Since then, Saskatoon's heritage program

has helped to preserve and celebrate heritage resources in the community. This program is supported through the efforts of the Municipal Heritage Advisory Committee (MHAC).

Other existing and emerging civic plans and policies support the development of arts, heritage and culture initiatives. The *Community Vision*, 2011 and the *Strategic Plan 2012-2022* provide further leadership direction on these important issues, and the City Centre Plan and the Infill Development Strategy are underway. *The Saskatoon Culture Plan* 2011 promotes a vision of Saskatoon as a culturally innovative city, based on principles of accessibility, inclusiveness, collaboration, sustainability, innovation and responsible leadership, and includes policies for integrated arts, heritage and cultural initiatives. The *Cultural Tourism and Marketing Strategy* 2007 also recognizes the importance of cultural heritage in the development of tourism initiatives. Through the ongoing development of heritage policies and programs, Improved linkages will be provided between heritage management and broader civic policies such as sustainability, economic development, affordable housing and cultural tourism.

Given the rapid growth of the city, and the recent policy development that has been undertaken as a result, it is timely to provide a comprehensive review of the existing municipal heritage management situation to ensure that it is relevant and responsive. The intent of this review is to identify gaps in policy, determine efficiencies and formalize new directions that will increase the long-term effectiveness of the City's heritage program. The scope of project has included a consultative process with the project Steering Committee and Saskatoon city staff to critically review the existing situation, and to develop informed policy and program improvements.

1.1 THE HERITAGE POLICY & PROGRAM REVIEW

The *City of Saskatoon Heritage Policy and Program Review* provides a framework to further recognize the potential of the city's heritage assets to act as a solid basis for the development of a vital and sustainable urban environment. This will be supported through greater community involvement, enhancement of public awareness of heritage conservation efforts and greater engagement at the neighbourhood level. This review has involved a broad collaborative process involving many stakeholders who, through targeted input, have enhanced its applicability and scope. This consultation process

has led to the development of a more cohesive vision for the management of heritage resources in Saskatoon, identification of potential partnerships for the Heritage Program, and a definition of potential roles and responsibilities of stakeholders in the heritage management process.

This review outlines an array of goals and actions, gathered into an implementation strategy that integrates conservation initiatives within the land use planning and development approval process, and supports community heritage initiatives and partnerships. The review recommends a framework for heritage policies and procedures for the continuing survey of potential heritage resources, renewed focus for heritage incentives, and integration with long-range planning objectives including sustainability and economic development initiatives. The strategies include:

• Community involvement and long-term communication;
• Opportunities for ongoing public consultation and heritage marketing;
• Educational possibilities, including partnered efforts with the local school system;
• Opportunities for the involvement of community volunteers; and
• Recognition, commemoration and interpretation programs for heritage resources.

The basis for heritage planning is the historical context of the City itself. Saskatoon's history speaks to the development of the Canadian West and the ebb and flow of settlement that was influenced by powerful social, political and economic forces. The city's current citizens have inherited this significant heritage legacy, and act as custodians and curators of this history on behalf of future generations. The City of Saskatoon has already taken significant steps to inventory and manage its historic building stock. Enabling legislation exists both in the City's own policy documents as well as through provincial legislation. There are many contributing stakeholders involved in local heritage preservation efforts. The *Heritage Policy and Program Review* will help ensure that these various initiatives are coordinated for the benefit of the entire community.

To initiate the consultative process, the project team met individually with heritage stakeholders to get a sense of the strengths and weaknesses of the current situation and potential opportunities for future heritage initiatives. Following the individual interviews, the team undertook a process of

community consultation, to achieve consensus on the final recommendations and implementation strategy:

• November 22, 2011: Commercial Heritage Properties Workshop
• November 22, 2011: Institutional Heritage Properties Workshop
• November 22, 2011: Heritage Homes Workshop

These workshops resulted in a sense of how the City's Heritage Program is more generally perceived at the community level, and tested the effectiveness of heritage initiatives and programs. On March 8, 2012 a public Open House was held to present the draft *Heritage Policy and Program Review*. Approximately 40 people attended, and comments sheets were submitted based on the presentation and summary information provided on display panels. The panels were also posted on the City's website and the public had further opportunity to submit comments.

Through this broad consultative process, a general consensus has been achieved on the vision, goals, strategies and actions of the *Heritage Policy and Program Review*, providing a solid foundation for the development of an implementation strategy.

1.2 SASKATOON'S HERITAGE LEGACY

Although people have been living in what is now Saskatoon for at least 8,000 years, permanent European settlement on the Prairies did not substantially begin until 1872 when the Dominion Lands Act was passed, which among other things provided free homestead lands to settlers in the newly-opened territories.

Saskatoon was founded in 1882 as a "temperance colony", free of alcohol and the evils of the liquor trade. By 1884, the community consisted of some 80 settlers living in what is now the Nutana area. The 1885 North West Resistance left the colony largely unscathed. In 1890, the outlines of the modern city began to take shape. That year, the Qu'appelle, Long Lake and Saskatchewan railway arrived, connecting Saskatoon to Regina and Prince Albert. The decision to build the railway station and facilities across the river, in what is now the downtown, marked the beginning of development there. This new settlement soon eclipsed the original in importance and, in 1901, was incorporated as the Village of Saskatoon. By

1905, there were three separate communities here: Riversdale, Saskatoon and Nutana - the original temperance colony. To meet the needs of a rapidly-growing population, the three agreed to combine their resources and, on May 23, 1906, the City of Saskatoon was born.

From 1906-1913, the population more than quadrupled. Saskatoon rapidly developed into an important transportation hub, agricultural service centre and – with the establishment of the University of Saskatchewan in 1909 – educational centre. As a city, Saskatoon could now afford to build the infrastructural improvements demanded by its growing population, including a system of sewer and water lines, a power plant, and a city-wide street car system, which opened in 1913.

Saskatoon's first boom ended in 1913, the result of a global depression and the subsequent outbreak of the First World War. Despite some improvement in the 1920s, Saskatoon's economy did not recover fully until after the Second World War. During the Great Depression of the 1930s, the city's population actually declined. One consequence of the economic troubles both of 1914 and of the 1930s was that the City acquired a great deal of land from real estate speculators and others who could no longer afford to pay taxes on it. This was to prove beneficial later on.

After the end of the Second World War, Saskatoon experienced a severe housing shortage. The thousands of returning soldiers – many bringing new families with them – all needed somewhere to live in a city where almost no new houses had been built since the early 1930s. By the 1950s, new immigrants were also helping to swell the city's population, which almost doubled over the course of the decade. To help address this problem, the City began to sell off the properties that it had acquired earlier. The revenue was reinvested into what became the Land Bank program, which was established in 1954. Since then, the Land Bank has had a major role in shaping the city.

Saskatoon has inherited a rich historical legacy that has been recognized by all levels of government. Sites of civic, provincial and national significance have been documented, reviewed and protected, forming a core recognition of individual heritage sites that demonstrates the importance of Saskatoon's historic context. This official recognition includes:

- **City of Saskatoon:** The City has designated a total of 30 sites as Municipal Heritage Property (See *Appendix B*). The City owns 7 of these designated heritage sites.
- **Province of Saskatchewan:** 3 sites in Saskatoon have been designated by the Province of Saskatchewan under the *Heritage Resources Act* (See *Appendix C*).
- **Federal Government:** 7 designations commemorate nationally significant places, persons and events (See *Appendix D*). There are no federally-owned sites in Saskatoon listed on the Register of Government of Canada Heritage Buildings. In addition, two buildings have been designated under the Federal Heritage Railway Stations Protection Act:
  - Canadian Pacific Railway Station National Historic Site
  - VIA Rail (Union) Station

Many other potential heritage buildings, structures, sites, cultural and natural landscapes, and intangible cultural heritage features have been identified, but not yet been officially recognized. In addition to buildings and other structures, Saskatoon has also preserved areas of natural habitat, such as the riverbank. It is this special blend of old and new, development and conservation, that gives the city its true character and appeal.

1.3 THE PUBLIC BENEFITS OF HERITAGE CONSERVATION

Heritage conservation has many potential cultural, social and economic benefits. Conserving and interpreting a community's heritage allows it to retain and convey a sense of its history, and provides aesthetic enrichment as well as educational opportunities. Heritage resources help us understand where we have come from so that we can appreciate the continuity in our community from past to present to future. Historic sites become physical landmarks and touchstones, and many other intangible cultural heritage features - such as traditions, events and personal histories - add to the City's vibrancy and character. This broad range of heritage resources represents a legacy that weaves a rich and unique community tapestry.

Cultural and heritage-based tourism, such as visits to historic sites, is an important segment of the burgeoning tourism industry. Other benefits of strong heritage policies include

maintaining distinctive neighbourhoods, conserving cultural heritage, providing community identity and promoting civic pride. Heritage conservation is also inherently sustainable, and supports initiatives such as landfill reduction and conservation of embodied energy. It reinvests in existing infrastructure and promotes avoided impacts through reduced Green House Gas emissions. These are all important considerations in the long-term management of our built environment.

Heritage initiatives provide many tangible and intangible benefits, and have a strong positive impact on the development of a complete community and the emergence of a vibrant culture of creativity and innovation. The benefits of a well-managed heritage conservation program include:

- Encouraging retention of the community's unique physical heritage;
- Celebrating and/or commemorating historical events
- Continuing to practice traditional activities;
- Identifying ways that partnership opportunities can be fostered with senior levels of government;
- Engagement of the broader community including the private and volunteer sectors;
- Conservation of a broad range of historic sites that supports other public objectives such as tourism development and education;
- Flexible heritage planning that assists private owners in retaining heritage resources;
- Investment in heritage sites through community partnerships;
- Support for sustainability initiatives; and
- Generation of employment opportunities and other economic benefits.

Today, the heritage conservation movement represents a broad-based, multi-faceted approach where historic resources promote and support downtown revitalization, neighbourhood stabilization, affordable housing, cultural tourism, education, sustainability and economic development. Donovan Rypkema, the author of *The Economics of Historic Preservation: A Community Leader's Guide*, asserts that historic preservation makes economic sense, and that it is a sound investment of public and private funds. Rypkema argues that historic conservation will be successful only if it can make a case for preserved historic buildings as economic assets, and supports

this with dozens of examples. Apart from the other values ascribed to heritage, his assumption is that without privileging the economic value there will be little left to value otherwise. There is, however, a widely-held perception that protecting heritage property reduces property values or inhibits development. Studies have shown that this is not so; Robert Shipley of the University of Waterloo looked at almost 3,000 properties in 24 communities across Ontario between 1998 and 2000. He found that heritage designation could not be shown to have a negative impact on property values. In fact there appears to be a distinct and generally robust market in designated heritage properties. Generally, these properties perform well, with 74% of them maintaining their value at average or better than average market value. The rate of sale among designated properties is also as good as, or better than, average market trends. Moreover, the values of heritage properties tend to be resistant to downturns in the general market.

Further data has been provided by The Victoria Heritage Foundation, which has been tracking market values and assessments of 142 heritage houses designated prior to 1988. Between 1988 and 1999 the tax assessments for these houses increased 26% faster than the average for the City, resulting in an increased tax return to the City.

Heritage conservation, in general, actually provides stability in the marketplace and helps protect property values. This is especially true when heritage incentives are offered, providing constructive assistance that helps create a category of prestigious properties that are highly valued in the marketplace.

The experience of other Canadian jurisdictions is that when incentives are available, the property values of heritage sites rise at a higher rate than normal building stock, therefore providing higher assessments and ultimately increased property taxes. This is a desirable outcome for the City, which reaps the benefits of this investment in heritage conservation. The same is true for tax incentives, which can be used to stimulate investment in under-utilized properties that will ultimately pay higher property taxes. Civic investment in heritage sites makes good business sense, and can leverage other investment many times over.

2. CURRENT SITUATION

The City of Saskatoon seeks to retain its heritage legacy and, in partnership with senior governments, has worked to preserve, interpret and celebrate this significant inheritance. The City has also developed many general planning policies that support heritage conservation, and these initiatives are ongoing; this is being reinforced in the current updates of civic policy. Since the initiation of the Heritage Program, the City has made a substantial investment in planning for the conservation of heritage resources.

2.1 SENIOR GOVERNMENT INITIATIVES

The conservation of heritage resources is enabled by legislation at all three levels of government and supported by a number of programs and initiatives. This refers to the power that is enshrined in government acts that allows various actions or processes to be carried out by governmental agencies in order to assess or protect historical properties. There are a number of senior government initiatives that can provide support at the local level.

2.1.1 FEDERAL GOVERNMENT

In 2000, the Department of Canadian Heritage and Parks Canada began a wide-ranging series of consultations on the best means to preserve and celebrate Canada's historic places. These consultations resulted in a broad-based, pan-Canadian strategy, the *Historic Places Initiative*, which was the most important federal heritage conservation program in Canada's history. The federal government established: a national heritage register, the *Canadian Register of Historic Place*, as well as comprehensive conservation standards and guidelines for historic places, the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

The Province of Saskatchewan and the City of Saskatoon participated in these initiatives. A number of the city's heritage sites have now been documented for inclusion on the Canadian Register of Historic Places through the development of Statements of Significance, which explain why a place is important to the community and why it is important for inclusion on the Register. These national initiatives provide an overarching framework that can inform the City's treatment of local heritage resources.

2.1.2 PROVINCE OF SASKATCHEWAN

When the *Cities Act* came into force in January 2003, all cities in Saskatchewan were granted the option to operate either under the Cities Act or under the Urban Municipalities Act; all cities opted to operate under the former rather than the latter. This Act, Chapter C-11.1 of the Statutes of Saskatchewan, provides the broad framework of governance for the City, but does not specifically mention the management of heritage sites.

Authority for the management of heritage sites is enabled under the provincial *Heritage Property Act*. Among other municipal powers, the *Heritage Property Act* enables, but does not compel, the City to appoint a Municipal Heritage Advisory Committee (MHAC). The Act states that Council should consult with the MHAC, if one has been established, prior to designating a property or demolishing a designated property.

The province has designated three sites in Saskatoon as Provincial Heritage Property, based on a set of evaluation criteria plus a provincial thematic framework (See ***Appendix C***).

The Saskatchewan Heritage Conservation Branch is the steward of many diverse historic resources throughout the province. The Built Heritage Management Unit focuses on provincial heritage property designation and alteration review and approvals, municipal heritage property advisory and registry services, community engagement to build local heritage conservation and management capacity, and managing the Saskatchewan Register of Heritage Property. The Archaeological Resource Management Unit focuses on land and resource development review, impact assessment and mitigation, investigation permitting, managing the Saskatchewan Archaeological Site Inventory, and geographic place naming. In addition, the Heritage Conservation Branch is responsible for providing administrative and technical support to the Saskatchewan Heritage Foundation and its various standing committees, including the Saskatchewan Heritage Advisory Committee, the Saskatchewan Heritage Property Review Committee, and the Saskatchewan Geographic Names Committee.

Chinese businesses including Wah Chung Lung Co. and Wing Woo Chung Co. on 19th Street East between 1st and 2nd Avenues, 1925 (Saskatoon Public Library Local History Room LH-4148)

2.2 COMMUNITY PARTNERSHIPS

There are a number of community groups, associations and organizations that provide heritage programming and support services that are complementary to the City's heritage initiatives, these include, but are not limited to the following.

- **Meewasin Valley Authority:** The Meewasin Valley Authority is a conservation organization dedicated to conserving the natural and cultural heritage resources of the South Saskatchewan River Valley in Saskatoon, Saskatchewan and area. With the support of the Province of Saskatchewan, the City of Saskatoon and the University of Saskatchewan, Meewasin undertakes programs and projects in river valley education, development and conservation. According to its mandate, "Meewasin strives to increase understanding of the importance of the Valley, and ensure the Valley remains vibrant and healthy, by creating and facilitating opportunities for public awareness and enjoyment". Meewasin offers a number of education programs that promote conservation of the natural and cultural heritage resources of the valley, that facilitate the appropriate use and enjoyment of those resources, and that allow the public to experience and learn about them. These programs include stewardship and celebrations, river festivals, in-services, trail ambassadors, canoe tours, and partnering with other education and conservation organizations who have similar goals. Meewasin accomplishes this through its two interpretive centres, publications, audio-visual resources, web site, media commercials and appearances, and as speakers. Meewasin is also involved in Marr Residence interpretive programs and looks after the general maintenance of the Bowerman Residence.
- **University of Saskatchewan:** The University has a rich collection of heritage structures, three of which have been formally designated. Considered an outstanding example of a Collegiate Gothic campus, the University is currently developing an internal Heritage Register including Statements of Significance for each listed site. The University is also a strong voice in the interpretation of local history.
- **Saskatoon Heritage Society:** The Saskatoon Heritage Society was founded in 1976 following public concern over the demolition of the Standard Trust Building that stood at the corner of 22nd Street and 3rd Avenue. A non-profit charitable organization, it is dedicated to the preservation of buildings, neighbourhoods and sites in Saskatoon that are of historical and aesthetic value. The Society also encourages Saskatonians to take an active interest in the history of their city. The Society offers a wide variety of enjoyable programming, including Broadway walking tours, workshops on heritage restoration, heritage displays at community events, and guest speakers at meetings and special events, and publishes *The Saskatoon History Review* and the *Gargoyle* newsletter.
- **Heritage Saskatchewan:** A relatively new organization, Heritage Saskatchewan is the collective voice of all those who value heritage in Saskatchewan, funded by the organization's members and SaskLotteries through SaskCulture Inc. The advocacy efforts of Heritage Saskatchewan promote heritage issues to the public, Saskatchewan's municipal and provincial governments and the Government of Canada. Advocacy is undertaken through public forums, position papers and participation in Culture Days.
- **Architectural Heritage Society of Saskatchewan:** The Architectural Heritage Society of Saskatchewan supports, promotes and protects the province's rich built heritage. The Society convenes and adjudicate the annual Lieutenant Governor of Saskatchewan Heritage Architecture Excellence Awards; provides matching grant funding to member organizations for local or regional restoration projects, meetings and publications; and, publishes Saskatchewan's Architectural Heritage Magazine, *WORTH*.
- **Wanuskewin Heritage Park:** The Wanuskewin area, located just outside the city limits, contains nineteen pre-contact sites found within the valley and two historic sites making this region the longest running active archaeological site in Canada. The Heritage Park provides the opportunity to delve into the past and discover what life was really like for the nomadic tribes. The theme of Wanuskewin Heritage Park is one of interpretation, exploring and explaining the meaning of the plains culture to gain a better understanding of Saskatchewan's First Nations peoples.
- **Gustin/Trounce Heritage Committee:** Provides interpretation of Gustin House.
- **Saskatoon Archaeological Society:** Holds an annual conference and hosts guest speakers.
- **Western Development Museum:** Has a provincial mandate, and undertakes exhibitions and programs about the early history of Saskatoon and Saskatchewan.

- **Diefenbaker Centre:** Houses a museum and archives, displays and education programs.
- **Ukrainian Museum of Canada:** Has a national local mandate, and provides exhibitions and programs related to Ukrainian-Canadian history, and preserves intangible heritage of Saskatoon's Ukrainian-Canadian community.
- **Saskatchewan Indian Cultural Centre:** Provides support for preservation of intangible heritage.
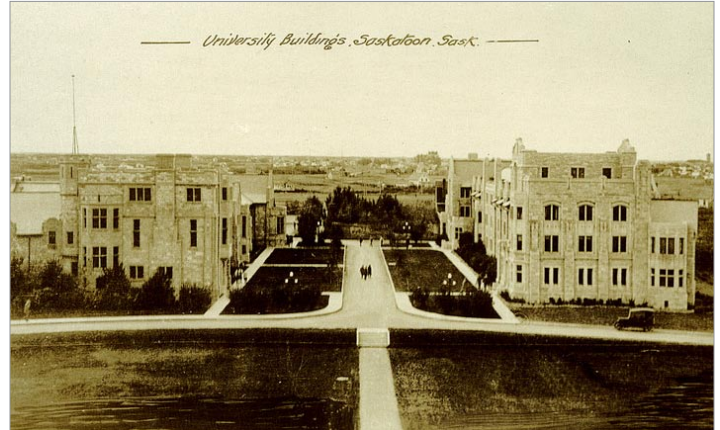
2.3 CITY OF SASKATOON POLICY FRAMEWORK

The City of Saskatoon Heritage Program exists within a broad municipal policy framework that regulates and plans for the city's development. In response to current growth and development, a number of policy initiatives have been revised or are under review, including the recent release of the *Strategic Plan 2012-2022*. A number of these existing policies and evolving initiatives provide the framework for the City's response to heritage resource management.

2.3.1 STRATEGIC PLAN 2012-2022

The *City of Saskatoon Strategic Plan 2012-2022* was released on January 18, 2012. The *Mayor's Message* states, "Reflecting on the public launch of our visioning exercise, Saskatoon Speaks, we asked ourselves: "What would Saskatoon look like if it grew to half a million people?" We described a larger, culturally diverse community, where our citizens value our heritage, environment and our high quality of life. Then we asked: "What do we want it to look like?"

Heritage is mentioned in the following sections of the *Strategic Plan*:

Community Support: Provides supports and community investments to help build capacity in sport, recreation, culture, heritage, and social organizations, and enhances neighbourhood-based associations and organizations.

Strategic Goal: Quality of Life: Culture thrives in Saskatoon where diverse traditions, religions and languages are respected and celebrated. As a community, we find new and creative ways to showcase our city's built, natural and cultural heritage. Every citizen feels a sense of belonging.

Sustainable Growth: Strategies for the Long Term (10 Years):
- *Preserve the character of heritage buildings and historical landmarks.*

University of Saskatchewan Campus, c. 1921 [Gowen Sutton Co. Ltd., Vancouver, BC, publisher] (Peel's Prairie Provinces, a digital initiative of the University of Alberta Libraries PC002923)

Saskatchewan Hall, March 13 2010 (Jordan Cooper, Flickr)

2.3.2 OFFICIAL COMMUNITY PLAN 2009

The Official Community Plan (Bylaw No. 8769) is a broad land use framework intended to guide future growth and development of the City of Saskatoon. The Official Community Plan defines the City's role in conserving and interpreting cultural and built heritage. The following sections of the OCP specifically refer to heritage conservation.

6.0 COMMERCIAL LAND USE POLICIES

6.1 The Downtown

6.1.2.3 Downtown Housing
Heritage Buildings:
f) The Zoning Bylaw may provide bonus provisions and flexible development standards for the conversion of designated heritage buildings into residential units.
6.1.2.9 Heritage Resources
Heritage Properties:
a) Through the Civic Heritage Policy, the City shall develop programs and incentives to conserve heritage properties.
21st Street:
b) In recognition of 21st Street's role in the history of Downtown, developments along this street shall generally complement the character of existing buildings and streetscape enhancements, while promoting a human scale and pedestrian oriented environment.

15.0 HERITAGE

15.1 Objective:
"To conserve and interpret the material, natural, and human heritage in the community of Saskatoon in a planned, selective, and cost feasible manner to the benefit of current and future generations of Saskatoon citizens and visitors."
[City of Saskatoon Civic Heritage Policy, December 16, 1996]

15.2 Policies:
Policy Content
1. *The City's role in conserving and interpreting heritage includes:*
- *identifying and researching potential heritage properties;*
- *recognizing property of heritage merit;*

- *providing support to owners to conserve properties of heritage merit;*
- *implementing a heritage review process for City-owned property;*
- *establishing an inventory of archaeological and palaeontological sites;*
- *interpreting the history of municipal government; and*
- *Conserving and interpreting artifacts relating to the history of municipal government.*
  [Refer to the City of Saskatoon Civic Heritage Policy, adopted by Council on December 16, 1996.]

18.0 Implementation

18.1 Zoning Bylaw

18.1.3 Bonus Provisions
a) To facilitate a degree of flexibility for optimal site utilization as well as to encourage certain desirable elements not normally proposed in the development process, the Zoning Bylaw may provide for adjustments to specific development standards in exchange for commensurate facilities, services or matters as specifically set out in the Bylaw. In this regard, the Zoning Bylaw may provide for adjustment to density limits, parking standards, building setbacks, building height, number of principal buildings on a site or other similar standards, for the provision of supportive housing units, community facilities which are owned by a non-profit corporation or public authority, the conservation of important natural areas, the provision of enclosed parking, and the conservation of designated heritage properties.

2.3.2.1 LOCAL AREA PLANS

The current City of Saskatoon is the result of the amalgamation of three early 20th century communities that grew together, and later amalgamations such as Sutherland in the 1950s. The City therefore retains more than one original town core, as well as many historic neighbourhoods that are recognized within the Local Area Plans (LAP) contained within the Official Community Plan. These are community-based, long-range plans that focus on the renewal of established neighbourhoods

and distinct areas in Saskatoon. By engaging the community in the development of long-range plans, residents, business owners and other stakeholders have a direct and active role in determining the future of their neighbourhood. The LAP process provides the community an opportunity to create a vision, identify issues, develop goals, and outline strategies to ensure the long-term success of their neighbourhood. The completed LAP establishes the objectives and policies that will guide the growth and development of the neighbourhood into the future.

During the development of the Local Area Plans, infill development was identified as a key issue facing historic neighbourhoods. This larger issue will be addressed as part of the City's Infill Development Strategy.

2.3.2.2 CITY CENTRE PLAN

The *City Centre Plan* is now underway, and the first phase strategic framework report, "Public Spaces, Activity and Urban Forum," has now been released. Heritage is mentioned several times, and a map indicates designated buildings as well as sites listed in the Holding Bylaw. Other references to heritage include:

> *A Vital City Centre: "Saskatoon is fortunate to have a healthy downtown and main streets, a beautiful setting and a rich heritage. Despite these assets, it has significant challenges to tackle in order to ensure its future success…. Saskatoon has a legacy of protecting its natural and cultural heritage. The forethought of these*

collective decisions has helped to raise civic aspirations and demonstrate the importance of quality in the public realm. As the city invests in its public realm and cultural destinations, more residents and businesses are choosing to locate in the area."

Visiting the City Centre: Arts and Heritage: *"The City of Saskatoon has taken steps toward the preservation and conservation of its heritage resources through the Heritage Conservation Program, which provides assistance to rehabilitate key heritage structures, and helps to secure the long-term protection of these assets."*

2.3.3 INFILL DEVELOPMENT STRATEGY

A comprehensive strategy for infill development is now underway, which will help guide the growth of the city and support the direction of sensitive new infill. This will include:

- Neighbourhood level infill (infill of individual residential lots);
- Intermediate level infill on larger parcels of land; and
- Strategic level infill in key locations.

The programs and policies proposed as part of the strategy will provide the necessary regulations and innovations to support balanced and sensitive densification. These initiatives will also support many of the goals of the *Strategic Plan 2012-2022*; increasing and encouraging infill development is identified as a ten-year strategy for achieving the goal of Sustainable Growth.

Wedding of Private Charles Boniface and Jemima Witney at 1526 Alexandra Avenue, September 11 1915 (Saskatoon Public Library Local History Room PH-98-86)

Looking north, c. 1943 (Peel's Prairie Provinces, a digital initiative of the University of Alberta Libraries PC013190)

2.3.4 CULTURE PLAN 2011

Heritage is listed as a key direction in the *Culture Plan*, which provides a solid basis for further integration of heritage and cultural goals within broader civic planning initiatives.

Key Direction 2: Ensure Cultural Heritage is Conserved and Valued.
- *Strategy 1: Identify and conserve Saskatoon's distinctive natural and built heritage resources.*
- *Strategy 2: Pilot and promote innovative approaches to interpreting and promoting cultural heritage resources and experiences.*
- *Strategy 3: Build upon the City's and community's capacity to support heritage conservation.*

Objective
"To conserve and interpret in a planned, selective and cost-feasible manner built, natural, cultural, and documentary heritage for the benefit of current and future generations of Saskatoon citizens and visitors."

Rationale
"Heritage is a legacy inherited from the past, valued in the present and used as a foundation for the future. Saskatoon has a rich cultural heritage dating back 8,000 years – from the original First Nations presence to the arrival of Europeans, the creation of the Métis Nation, and history of recent arrivals. Each has a legacy of physical sites, landforms, artifacts, images, place names, stories and neighbourhoods. These assets serve as reminders, both tangible and intangible, of the city's history and culture. Saskatoon's heritage is indispensable when shaping plans and strategies for the future.

Council has also set the stage for more integrated approaches to heritage in Saskatoon by giving the Municipal Heritage Advisory Committee (MHAC) a broad definition of heritage and a mandate to address it. The committee currently administers the City's Doors Open event and Heritage Awards.

The City, too, is an owner of a number of designated heritage properties, including:
- *1885 Marr Residence, currently seeking National Historic Site designation*
- *1913 Superintendent's Residence, National Historic Site at the Saskatoon Forestry Farm Park and Zoo*
- *1907 Bowerman House*

- *1912 Albert School Community Centre*
- *Little Chief Service Station*
- *Nutana Pioneer Cemetery*
- *Woodlawn Cemetery – Memorial Boulevard National Historic Site.*

With the exception of the Bowerman House, which is managed by the Meewasin Valley Authority, all properties are managed by the Infrastructure Services Department: the two cemeteries by Parks Branch and the historic buildings by Facilities Branch. The City is also a steward of heritage artifacts. Some, such as artifacts from the former Capitol Theatre, are warehoused by Infrastructure Services, some are kept secure by City Archives, and others are stored in the basement of the Marr Residence. Apart from the Marr Residence, the City has no collections policy to guide acquisitions, conservation or interpretation of artifacts.

Saskatoon's history is told by numerous agencies, boards, organizations, volunteer groups and museums. The Culture Plan provides an opportunity to encourage co-operation between organizations by generating awareness and appreciation for different forms of heritage interpretation, conservation, and documentation.

Saskatoon's history is told by numerous agencies, boards, organizations, volunteer groups and museums. The Culture Plan provides an opportunity to encourage co-operation between organizations by generating awareness and appreciation for different forms of heritage interpretation, conservation, and documentation. Opportunities to the heritage sector include:

- *Increase familiarity with Standards and Guidelines for the Conservation of Historic Places in Canada*
- *As part of the Civic Plaza Precinct Master Plan, explore the establishment of adequate exhibition space such as a civic museum dedicated to telling the history of Saskatoon*
- *Enhance the profile and resources of the Saskatoon Public Library's Local History Room*
- *Strengthen inventories, databases, and collections management systems for the City's collections*
- *Increase the profile of the City Archives*
- *Coordinate an approach to heritage programs such as Doors Open, Heritage Fair and Culture Days programs*

- *Address operational and governance challenges facing the Marr Residence*
- *Develop support and infrastructure for cultural organizations relying heavily on volunteerism*
- *Provide program funding to organizations such as the Saskatoon Heritage Society*
- *Overall, increase visibility and promote heritage of all kinds."*

6.1 Administrative Arrangements: Heritage Planning and Policy

"Cultural planning for sustainable communities demands consideration of how heritage planning, heritage programming and development issues are addressed. The Municipal Heritage Advisory Committee (MHAC) has been assigned a broad mandate by Council to address built, natural and cultural heritage. The Committee currently administers the city's Doors Open event and the Heritage Awards but has called on the City to play a stronger (staff) leadership role. MHAC receives administrative support from the Planning and Development Branch, and funding from Community Services for Doors Open, etc. Any consideration of new administrative arrangements and staff resources for cultural planning should take into account the issues of staff support for heritage planning and programming."

Marr Residence, 2011

Heritage conservation of the built environment, and cultural heritage in the broader sense, is referenced throughout the Culture Plan. The Culture Plan is a foundational base for tying the Heritage Program to broader civic goals and objectives.

2.3.5 CULTURAL TOURISM & MARKETING STRATEGY 2007

This Strategy was developed under funding provided when Saskatoon was recognized as a Cultural Capital of Canada in 2006. It provides a framework for stakeholders from a variety of sectors to work together to advance cultural tourism and to gain economically and socially from that focus. It is designed to attract more tourists to the city through continued investment, while promoting participation by residents in activities that make Saskatoon a healthy and vibrant community. The Strategy confirms culture plays a significant role in tourism, community revitalization and economic development, and provides ten strategic recommendations, the goals and tactics to ensure they can be realized, and a timeline for implementation. Cultural tourism is defined as tourism motivated wholly or in part by interest in the historical, artistic or lifestyle/heritage offerings of the tourism destination, whether for a community, region, group or institution.

For the purposes of this Strategy, the definition of Heritage is adapted from the definition on the Cultural Capitals of Canada website:

> *"Heritage refers to the ideas, experiences, and customs of Canadians or groups of Canadians that are passed on to future generations, and to the means of their preservation and recollection. Traditional cuisine, dress, religion, and language are examples of elements of heritage. Museums, art galleries, and historic sites are some of the means used to preserve the elements of heritage and to interpret them to a broader public."*

2.3.6 VACANT LOT & ADAPTIVE RE-USE INCENTIVE PROGRAM

The City's *Vacant Lot & Adaptive Re-Use Incentive Program* is designed to encourage development on existing vacant or brownfield sites, and the re-use of vacant buildings in established areas of the city, including the Downtown, by providing financial and/or tax based incentives to owners of eligible properties. The Program is comprised of four interrelated components: Incentives, Policy Options, Vacant Lot Inventory and a *Brownfield Redevelopment Guidebook*. The goal of the

Program is to encourage more infill development and intensify land use within established neighbourhoods (including the Downtown) in the City of Saskatoon. As part of the Program, the City of Saskatoon maintains a comprehensive inventory of undeveloped land, which also includes surface parking lots. All lands that fall into these "undeveloped" categories are considered vacant The incentive program is based on a points system and is self-financing through the repayment of incentives via redirection of incremental property taxes.

Under the Program, the total maximum incentive offered to each site is determined through an evaluation system, based on points linked to policy objectives identified in the City's Official Community Plan and Downtown Plan. The points are used to determine what percentage of the total maximum incentive amount may be available to the applicant. Under the Program, applicants are given a choice of a five-year tax abatement, or a grant. To qualify under the incentive program, applicants will need to submit an application and a full development proposal for an existing vacant or brownfield site, or an adaptive re-use project within the eligible area.

2.3.7 BUILDING CODES & STANDARDS

The current authority for building standards within the City of Saskatoon is the National Building Code. In past heritage projects, there have been conflicts between the strict application of code requirements and the achievement of a satisfactory level of heritage conservation. Heritage sites inevitably present non-conforming situations, and strict compliance to building codes can also be financially onerous. Although public safety is paramount, other jurisdictions have found a balance between the interpretation and enforcement of building code requirements and heritage conservation. Successful examples of this balance include the New Jersey Rehabilitation Subcode and the City of Vancouver Building By-

Law, which offer equivalencies and exemptions that recognize the inherent performance of existing buildings without compromising public safety. In New Jersey, the introduction of Subcode equivalencies has been shown to reduce overall project costs by approximately 20%.

A more flexible response in the application of building codes for heritage projects could ensure the protection of character-defining elements and promote overall economic viability. In addition, *The Uniform Building and Accessibility Standards Act* is under provincial jurisdiction, but does not mention heritage; the City could consult with the Province regarding these regulations and their application in heritage situations.

2.4 CITY OF SASKATOON HERITAGE PROGRAM

The City of Saskatoon's Heritage Conservation Program consist of a set of regulations and incentives, developed through policy and operationalized through dedicated staff time and an annual budget, with community advice provided to Council through an appointed advisory committee. This policy and program framework has developed over time, with supplemental policies as well as references in other civic policies and programs.

2.4.1 CIVIC HERITAGE POLICY C-10-020

The Civic Heritage Policy (1996) commits the City to conserving and interpreting the material, natural and cultural heritage in the community of Saskatoon in a planned, selective and cost feasible manner for the benefit of current and future generations of Saskatoon citizens and visitors. The Civic Heritage Policy identifies the focus of conservation and interpretation efforts by the municipality, focusing on material or built (e.g. buildings, landscapes, streetscapes, etc.), natural

Saskatoon, c. 1908 [Ralph Dill photo] (Peel's Prairie Provinces, a digital initiative of the University of Alberta Libraries PC002834)

A house being moved east along 33rd Street near Avenue A by "Jackson the Building Movers", c. 1916 (Saskatoon Public Library Local History Room LH-4774)

(e.g. ecosystems of paleontological sites) and cultural history (e.g. historical narratives of the city). The roles the municipality plays depend on the type of heritage involved; however, its current focus is on built heritage and management of the City Archives. Eligible properties of heritage significance are designated as Municipal Heritage Properties or listed on the Community Heritage Register, and are eligible for a range of incentives under the Heritage Conservation Program, including property tax abatements, grants and permit fee refunds. Grants are also available under the Façade Renovation and Rehabilitation Program and for special projects such as Doors Open, the Perehudoff Murals, and projects at the Forestry Farm Park and Zoo. The Built Heritage Database (BHD) contains a list of properties of heritage interest. The Municipal Heritage Advisory Committee provides advice to Council on matters relating to the Civic Heritage Policy as well as the provincial *Heritage Property Act*.

The Civic Heritage Policy includes the following:

"Definition of Heritage: *Heritage comprises three elements of history which, when interwoven, identify individuals and communities:*
1. *Material history - the conservation and interpretation of physical objects and sites such as buildings, landscapes, streetscapes, archaeological sites, artifacts, and document;*
2. *Natural history - the conservation and interpretation of nature (for example, individual species of birds, fish, and trees, or entire ecosystems) and palaeontological sites (study of life in the geological past, e.g. fossils); and,*
3. *Human history - the research, conservation, and interpretation of past human activities from the time of first human habitation to the present*

day. These activities include those in the social, cultural, political, and economic spheres, which create the historic background to individuals and communities."

"The words conservation and interpretation are key elements in the definition used above. They are not intended to be taken in a narrow, technical sense as they relate to one or more specific aspects of heritage. Rather, they denote acknowledgment that:

Conservation: A community is not a museum. While not every vestige of the community's heritage could or should be saved, it is important to identify and protect the key elements of the past, in Saskatoon's material, natural and human history; and,

Interpretation: Telling the story of our past is essential. Conserving heritage is of limited value if the public is unaware of it; heritage is made by the community and belongs to the community."

Outcome Statement: *"Material, natural and human heritage in the community of Saskatoon will be conserved and interpreted in a planned, selective, and cost-feasible manner to the benefit of current and future generations of Saskatoon citizens and visitors."*

The City's Role in the Heritage Process: *"Overall, the City has a key role to play in ensuring that Saskatoon's heritage is conserved and interpreted in a planned, selective, and cost-feasible manner for Saskatoon citizens and visitors."*

Water treatment plant at 11th Street West and Avenue H, 1914 (Saskatoon Public Library Local History Room LH-1824)

Burns and Co. at 485 1st Avenue North, 1929 [Leonard A. Hillyard photo] (Saskatoon Public Library Local History Room A-1686)

"The extent and depth of this role vary according to the type of heritage involved:

1. In the portion of material heritage dealing with buildings, landscapes, and streetscapes, the City will play a key role, facilitating the identification and research of key heritage resources by the community, recognizing heritage property through its legislative powers, and developing incentives to encourage owners to conserve heritage properties and other properties of heritage merit. The City's involvement is appropriate since it is the only agency with both a city-wide mandate and the skills to undertake the task.

2. For archaeological and palaeontological sites, the City will take a lead role in the identification and listing of these sites and the development of policies related to growth management and land use controls to be established within the City's Official Community Plan.

3. As a property owner, the City will develop a pro-active heritage review and evaluation process which will identify City-owned heritage property at a time when the structure is still in use.

4. The City will interpret its own history as a municipal government and the history of City-owned heritage properties.

5. The City will develop and implement a program for the identification, conservation, and interpretation of artifacts that relate to its own history as a municipal government.

6. The City's Official Community Plan incorporates policies for the identification and potential preservation of natural areas through collaboration among stakeholders, to help guide the land development process in the City and the Region.

7. Matters related to City Archives are dealt with through the records management component of the City Clerk's Office. The relevant policies will be cross-referenced to ensure a comprehensive approach.

8. The City's Public Recreation Policy states that the Community Services Department will help external delivery agencies to attain self-sufficiency in the delivery of programs; this includes a group that might want to collect artifacts of community interest, establish a museum, research and interpret local history, archaeology, palaeontology, or other leisure-focused aspects of Saskatoon's heritage not otherwise covered in this policy."

2.4.2 HERITAGE COORDINATOR

Staffing is provided through a Heritage and Design Coordinator (Senior Planner II) in the Community Services Department, Development Services Branch. Heritage duties account for approximately three-quarters of the position, with the remainder dedicated to design review related to Architectural Control Districts. The duties of the Heritage Coordinator include, but are not limited to the following:

- Develop, coordinate, administer and monitor municipal heritage policy, services and programs
- Preparation and presentation of reports and recommendations for consideration by the Municipal Heritage Advisory Committee, City Council and Committees of Council
- Develop and implement criteria and procedures, and negotiate agreements, for the designation of municipal heritage property
- Coordinate the Corporate strategy for the evaluation, management and interpretation of City-owned heritage properties
- Assist with the development and administration of Heritage Conservation Districts and Architectural Control Districts
- Promote public awareness of the benefits of heritage conservation

Other general duties include preparation and monitoring of budgets, partnerships with heritage organizations and recommendation of improvements to relevant civic policies, programs and projects.

2.4.3 MUNICIPAL HERITAGE ADVISORY COMMITTEE

The provincial *Heritage Property Act* states: "Any council, by bylaw, may establish a Municipal Heritage Advisory Committee (MHAC) to advise and assist the council on any matters arising out of this Act or the regulations." The Act also states that Council should consult with MHAC prior to designating a property or demolishing a designated property. Saskatoon established a MHAC in 1981 under Bylaw No. 6111, with meetings that are open to the public, minutes that are publicly

available and an annual report. Terms for appointment to the MHAC are two years, but there are no term limits. The MHAC budget for 2011 was $15,700.

MHAC currently reports to Council through the Planning and Operations Committee. MHAC does not have an initiating role in bringing issues forward to Council; the Environmental Committee is an example of a committee that can refer matters directly to Council.

2.4.4 HERITAGE REGULATIONS

2.4.4.1 MUNICIPAL HERITAGE PROPERTIES

Municipal Heritage Properties are recognized as being of major significance to the history of our community. The buildings represent almost every time period in Saskatoon's history. Municipal Heritage Property is recognized as being of major significance to the history of the community. Protected by City bylaw, municipal heritage properties must be well maintained and the key heritage features cannot be altered without approval by the City. The Heritage Conservation Program provides for financial incentives to owners of municipal heritage property for costs related to restoration of architectural elements of the building.

> ***Requirements to Protect Designated Properties:***
> 1. *The owner is required to maintain the property and must have civic approval to alter the heritage elements of the property. This protection is in the form of a bylaw, which is registered against the title of the property and continues to apply when ownership changes.*
> 2. *The abatement may be suspended or revoked if the property owner does not comply with the conditions of the bylaw.*

Other conditions might include specific requirements on how the property is to be conserved, restored or adapted to the new use, an approved preventative maintenance plan, public access to a commercial structure, and a brochure on the structure's history.

2.4.4.2 HOLDING BYLAW

Bylaw No. 6770: "A Bylaw of the City of Saskatoon to deny a permit for the demolition of certain property" was first passed in 1987, and has been subsequently amended.

It provides for a temporary denial of a building permit for 60 days while notification of the demolition is referred to City Council and MHAC. This list is amended as required; there are 34 sites currently listed identified in the Bylaw.

2.4.4.3 COMMUNITY HERITAGE REGISTER

The Community Heritage Register lists properties that have heritage merit and contribute to the character of their neighbourhood or district. The Register provides an opportunity to recognize and showcase the features of properties. The Community Heritage Register lists properties that have heritage merit and contribute to the character of their neighbourhood or district. In return for financial assistance, properties must be maintained and the key exterior heritage features cannot be altered for a fixed number of years. The City will register a caveat against the title of the property and any new owner will be bound by the agreement. The abatement may be suspended or revoked if the property owner does not comply with the conditions of the agreement. Other conditions might include specific requirements on covenants and easements, interpretation, how the property is to be conserved, restored or adapted to a new use, an approved preventative maintenance plan, and requirements for public access. However there is no long-term guarantee of protection for the property as with Municipal Heritage Property designation. Two sites are currently listed on the Community Heritage Register.

2.4.4.4 THE HERITAGE PROPERTY (APPROVAL OF ALTERATIONS BYLAW)

The Heritage Property (Approval of Alterations Bylaw) No. 8356, 2004 delegates to the civic administration the authority to approve alterations to designated property. The Bylaw currently states that prior to granting approval of any application made pursuant to Section 23 of the Heritage Property Act, the delegate must be consult with the Municipal Heritage Advisory Committee. This requirement can cause delays in the approval of simple repair projects and minor maintenance.

2.4.5 HERITAGE CONSERVATION INCENTIVES

The value of conserving a community's heritage is not always immediately recognized, especially if there are perceived financial benefits from redevelopment. Where there are external pressures threatening heritage assets, it has been recognized that more effective conservation will be achieved through incentives than by stringent regulation. It is in the

best interest of both the public and the municipality to avoid "unfriendly designation" and the negative impacts (financial and otherwise) that accompany the use of rigid controls to conserve heritage sites. For a number of years, the City of Saskatoon has used an incentive and cooperation-based heritage program that is not imposed on owners; rather, heritage projects are negotiated to ensure that constructive assistance is provided to the applicant, through the offering of a range of potential incentives. Incentives also provide the means by which legal protection can be secured for heritage sites, and also help ensure long-term conservation by supporting ongoing maintenance and financial viability. In general, heritage incentives leverage many times their original value in owner investment, construction and job creation.

2.4.5.1 FEDERAL INCENTIVES

There are some federal programs that assist in built heritage projects that involve the restoration and rehabilitation of heritage buildings. Although there is no longer any funding available through the Historic Places Initiative for commercial building rehabilitation, Parks Canada offers a cost-sharing program for National Historic Sites owned by incorporated not-for-profit organizations, other levels of government, and not-for-profit First Nations organizations. Canadian Heritage offers the Cultural Spaces Canada Fund, which supports the improvement, renovation and construction of arts and heritage facilities, and the acquisition of specialized equipment as well as conducting feasibility studies. Nonprofit arts and heritage organizations, municipal or regional governments, and their agencies, as well as First Nations governments, are eligible to apply for this funding. Infrastructure Canada periodically provides funding for municipal infrastructure projects that could include heritage conservation.

In addition, the Residential Rehabilitation Assistance Program (RRAP), offered through the Canada Mortgage and Housing Corporation, helps low-income Canadians, people with disabilities and First Nations people live in decent, affordable homes. These programs also support renovations to rooming houses and rental units to increase the availability of housing for those in need. Depending on the individual situation for each resource, one of the following programs may apply:

- **Homeowner RRAP:** Financial assistance to repair substandard housing to a minimum level of health and safety
- **Rental RRAP:** Assistance for landlords of affordable housing to pay for mandatory repairs to self-contained units occupied by low-income tenants
- **RRAP for Persons with Disabilities:** Assistance for homeowners and landlords to improve accessibility for persons with disabilities
- **Rooming House RRAP:** Repair assistance for owners of rooming houses with rents affordable to low-income individuals
- **RRAP for Conversions:** Assistance for converting non-residential buildings into affordable housing

There may be additional funding programs that apply under some circumstances. This may include assistance for projects where cultural heritage is included, such as Museum Assistance Program, Virtual Museum of Canada, Building Communities through Arts & Heritage and Young Canada Works. As each heritage project is unique, the applicability of federal funding programs will have to be individually assessed.

2.4.5.2 PROVINCIAL INCENTIVES

The Saskatchewan Heritage Foundation (SHF) is an agent of the Crown established by provincial legislation. The affairs of the SHF are directed by a board appointed by the Lieutenant Governor in Council. Established as a major support agency for heritage conservation and development, the principal mandate of the SHF since its inception has been to provide financial support to heritage projects at the provincial and community level that seek to conserve, research, interpret, develop and promote Saskatchewan's diverse heritage resources. To this end, the SHF has developed a series of heritage grant programs that complement the personal commitments and economic resources of individuals and agencies across Saskatchewan. The SHF is also mandated to acquire, manage and develop real and moveable property in the name of the Crown, and to accept the donation of cash monies, property and other bequests. Grants are offered for Heritage Conservation (up to 50% of eligible project costs), Heritage Research, Heritage Promotion and Education, Heritage Publications and Heritage Special Projects.

2.4.5.3 CITY OF SASKATOON INCENTIVES

The City of Saskatoon offers the following incentives for the conservation of heritage properties.

For Municipal Heritage Property
- Property tax abatement up to 50% of costs related to restoration. Maximum abatement $150,000 amortized over 10 years.
- Refund of 50% of any building permit fees.
- Grants may be provided for non-governmental, tax-exempt properties up to a maximum of $10,000.
- A bundle of flexible support services can also be negotiated.

For Community Heritage Register Properties
- Property tax abatement up to 20% of costs related to restoration. Maximum abatement $30,000 amortized over 10 years.
- Refund of the minimum building permit fees.
- Grants may be provided for non-governmental, tax-exempt properties up to a maximum of $2,000.
- A bundle of flexible support services can also be negotiated.

Property Tax Abatements
- Offered to designated heritage sites. The total value of tax abatements in 2011 was $22,000 for 13 properties.

Heritage Reserve (for financial and tax incentives)
The Heritage Reserve receives $54,000 per annum, which is used to fund:
- Direct costs associated with the Heritage Conservation Program;
- Deficiencies if a rehabilitation project does not generate a sufficient increase in assessment to offset its tax abatement;
- Projects for the identification and evaluation of City-owned heritage property;
- Special heritage properties owned by non-profit organizations that are eligible to receive a grant;
- Special heritage studies; and recognition plaques.
- Surplus amounts have accumulated, to a total of $260,000 (as of December, 2011).

Façade Rehabilitation and Renovation Program
- Façade Renovation Grant: $10,000 contribution per year, used to fund a number of properties in the Broadway,

Riverdale and Partnership [Downtown] Business Improvement District areas.
- The program is funded by both the City's Streetscape Reserve and the Heritage Reserve Fund.
- Maximum Grant per Property $15,000; projects including heritage rehabilitation qualify for an additional $15,000.

2.4.6 IDENTIFIED HERITAGE SITES

Designated Sites
- 30 sites have been designated as Municipal Heritage Property
- 5 sites have been designated as National Historic Sites
- 2 sites have been designated under the Federal Heritage Railway Stations Protection Act

Holding Bylaw
- 34 sites are currently listed in the Bylaw.

Heritage Register
- 2 sites have been listed on the Community Heritage Register.

Heritage Building Database
In 2004, the Heritage Program conducted a Heritage Properties Identification project to compile a comprehensive listing of heritage buildings, structures and properties in Saskatoon, including City-owned property. The heritage property survey process was intended to list properties or urban features identified as having heritage character or heritage value in the community in accordance with a set of criteria. The survey scope included private and public buildings and properties within a general cut-off date of 1945, although in practice newer sites are added when they have merit. For properties to be included on the database they must qualify for two or more of the following characteristics:

- The structure was constructed prior to 1945.
- The structure has a connection with a historical person or event of significance to Saskatoon history (or Saskatchewan or Canadian history), or any well-documented person or event.
- The structure is an example of a particular known architectural style or theme.
- The structure is the work of a known architect.
- The structure is considered a "landmark" or otherwise has value to members of the Saskatoon community on at least a neighbourhood level.
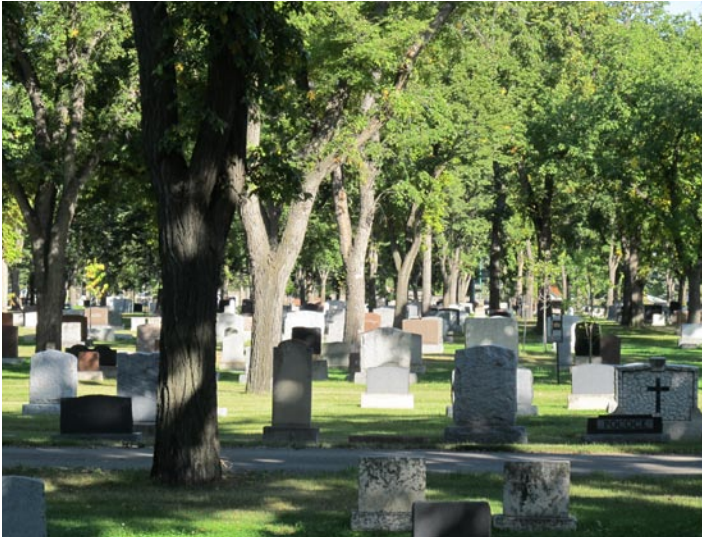
Woodlawn Cemetery, 2011

- The structure is an example of Saskatoon architectural or historical themes of which there are few examples left.
- The structure has other demonstrable merit from an architectural, heritage, or community value perspective; or belongs to a theme, area or district of the City that is known to have historical associations or community value.

To ensure that the database remains current, heritage staff encourages new submissions to the Built Heritage Database on an on-going basis. A Thematic Framework has been developed for the Built Heritage Database, which currently has approximately 1,200 entries.

Cemeteries

The City owns two significant historic cemeteries, the Nutana Pioneer Cemetery (designated municipal heritage property; inactive as a cemetery) and the Woodlawn Cemetery, which is an active cemetery and includes the Next-of-Kin Memorial Avenue National Historic Site. These two cemeteries are operated by the by Parks Branch.

Monuments
- An inventory of civic monuments has been prepared, which is included in the Public Art list.

2.4.7 CITY-OWNED HERITAGE PROPERTY PROGRAM

In 2001, Council approved the City-Owned Heritage Property Program (File No. CK. 906-2). This Program refers to the Civic Heritage Policy statement that "As a property owner, the City will develop a pro-active heritage review and evaluation process which will identify City-owned heritage property at a time when the structure is still in use." The purpose of the Program is:
1. To be proactive in the identification of heritage structures owned by the City.
2. To ensure that the City exercises appropriate stewardship over the heritage structures in its care.
3. To provide City Council with the comprehensive range of information it needs to make appropriate and effective decisions regarding the stewardship of City heritage structures.
4. To integrate heritage conservation into the City's property management programs.

The City of Saskatoon owns several significant heritage resources that form the core of the City's heritage stewardship policy. This includes seven designated heritage sites:
- Marr Residence (currently seeking National Historic Site designation)
- Superintendent's Residence, National Historic Site at the Saskatoon Forestry Farm Park and Zoo
- Bowerman Residence
- Albert School Community Centre
- Little Chief Service Station
- Nutana Pioneer Cemetery
- Woodlawn Cemetery / Next-of-Kin Memorial Avenue National Historic Site.

The Marr Residence and Albert School have City-appointed management boards. The City also provides significant annual funding for several heritage sites including in 2011: the Marr Residence ($19,200); the Albert Community Centre ($112,600); and Wanuskewin Heritage Park ($184,000). The City also supports a number of facilities that hold archival information as well as collections; this includes the City of Saskatoon Archives. Other identified City-owned heritage resources include Community Memorials (listed on the Public Art List). Other City-owned resources may have potential heritage value but have not been evaluated or protected, such as:

- **Buildings and Structures:** such as the City Greenhouses; City Hall; and the John Deere Building.
- **Cultural Landscapes:** includes parks (and associated structures), as well as landscape specimens and street trees.
- **Natural Landscapes:** includes riverbanks, prairie remnants and other features that predate urban development.
- **Streetscape Features:** Saskatoon has examples of distinctive street lighting that contribute to neighbourhood character.
- **Intangible Cultural Heritage:** There are aspects of Saskatoon's traditions, social practices, festive events and historical knowledge that can be interpreted and supported.

2.4.8 HERITAGE EVALUATION

2.4.8.1 HERITAGE EVALUATION CRITERIA

Applications for designation as Municipal Heritage Property or for inclusion on the Community Heritage Register are evaluated using a numerical evaluation system as the key guideline, plus any other relevant information. The numerical evaluation system is broken down into five sections: Architecture; Integrity; Environment or Context; Historical Value; and Usage. Numerical scoring systems are now considered outdated. Current best practice for heritage evaluations as defined by the *Standards and Guidelines* employs values-based criteria, based on Historic Context Statements and Thematic Frameworks, with Statements of Significance employed as an analytical tool.

2.4.8.2 THEMATIC FRAMEWORK

A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Themes help to explain why a site exists, how it has changed and how it relates to other sites linked by the theme. Historical themes can be identified when a thematic history is prepared. This can also provide a framework for a more effective evaluation of which sites represent important themes, and the values that they represent.

Senior governments have undertaken the development of thematic frameworks that can frame and support the development of civic historic themes. The *National Historic Sites of Canada System Plan* provides an overall thematic framework that is a comprehensive way of looking at Canadian history and identifies sites of national significance.

Municipal planning best practices now support the development of thematic frameworks as the basis of heritage planning, thus enabling the improved integration of heritage within community planning. In Canada, the City of Victoria has led the way with the development of the first comprehensive civic thematic framework in 2008-2010, developed by drilling down from the *National Historic Sites of Canada System Plan* to forge a deeper understanding of historic forces at the local level. This is being used as a tool to determine the value of neighbourhoods and individual sites, update and evaluate the Victoria Heritage Register and inform the development of neighbourhood plans. This process has articulated the values associated with historic assets that link to the evolution of the city, and describes the types of resources that make up the city's heritage, including implications for municipal heritage management.

The City of Saskatoon has commissioned A *Thematic Framework for the City of Saskatoon Built Heritage Database* (Stantec Consulting Ltd.). This could be used as the basis for the further development of a city-wide evaluative framework, supported by a Historic Context Statement.

2.4.9 HERITAGE EDUCATION & AWARENESS

The City undertakes or sponsors a number of heritage education and awareness initiatives:
- Municipal Heritage Advisory Committee (Doors Open, City Heritage Awards, publications, driving tours)
- City Archives (preservation of archival collections, interpretation through events such as Celebrity Readings, film nights, guest speakers, publications)
- Saskatoon Public Library, Local History Room (access to local history books and reference material including photographs and clipping files)
- Community Services Department (funding programs, Public Art programs and related research). The Heritage and Design Coordinator and the Arts and Grants Consultant are located in the Community Services Department.

There are also community groups, associations and organizations that provide heritage programming and support services that are complementary to the City's heritage initiatives (refer to **Section 2.2: Community Partnerships**).

2.5 GAP ANALYSIS OF THE CURRENT SITUATION

Over time, the City of Saskatoon has developed a broad range of programs regarding heritage issues. Despite ongoing funding and administration and a number of successful initiatives, this review has identified issues and challenges. Through the consultation process, heritage stakeholders also identified a number of overarching concerns. These gaps between expectations and outcomes may be summarized as follows:

INTEGRATION WITH MUNICIPAL PLANNING

There are key areas where broader civic objectives do not recognize fully the importance of heritage conservation. This includes an unclear understanding of how heritage resources will act as a community amenity, and how they will be conserved as part of the City's planning framework.

- *Strategic Plan 2012-2022:* Although heritage is mentioned in the Mayor's Message, it refers mainly to intangible heritage; Quality of Life and Sustainability strategies refer more specifically to built heritage. Although included, heritage issues are weakly tied to other civic goals such as sustainability, and are not mentioned in other contexts (e.g. economic development). The City should ensure that the planning framework currently being developed fully recognizes the importance of heritage conservation.
- *Official Community Plan:* Although heritage is mentioned in the OCP, the portal to heritage conservation is narrowly defined through reference to the Civic Heritage Policy. There are no direct linkages between heritage conservation and other civic policies, including:
  - Sustainability: heritage conservation is not yet an integral part of the City's policies regarding sustainability objectives, including conservation of heritage sites, neighbourhoods and infrastructure.
  - Economic Development: could include cultural tourism initiatives, job creation and business recruitment, incubation and retention policies.
  - Quality of Life: Heritage resources add significantly to our urban landscape and provide accessible streetscapes and contribute to a unique sense of place.
  - Affordable Housing Initiatives: use of existing building stock to provide a pool of affordable housing, including historic neighbourhoods.

To better integrate municipal planning, there is also a need to link the OCP with the Zoning By-Law.
- *City Centre Plan:* This plan is now underway, and the Phase 1 strategic framework report, "Public Spaces, Activity and Urban Forum" has been released. This report mentions heritage, but there is no discussion about furthering the goals of heritage conservation, defining a broader range of heritage initiatives or the identification of other potential heritage sites or features. There are no mechanisms identified for how heritage conservation or heritage amenities will be operationalized or achieved, other than referencing the current heritage program.
- *Infill Development Strategy:* This plan is now underway. Support for Infill development can either provide opportunities or challenges for heritage conservation. Policies for increased densities can assist economic viability, but if not properly calibrated can provide a disincentive for heritage retention.

Discussion: *The City should define clearly what constitutes "heritage" and how conservation will be achieved. The adoption of the Saskatoon Heritage Register will assist in a consistent definition of heritage by recognizing official heritage value, and provide a more appropriate information base for the Heritage Program, and a consistent reference point for other City policies.*

HERITAGE PROGRAM MANAGEMENT

One of the key identified issues is that the various aspects of the Heritage Program are not cross-referenced, well-funded or fully promoted. There are very few heritage sites that have any form of legal protection.
- The management of heritage sites is reactive, rather than proactive.
  - Very few heritage sites are formally identified and managed (approximately 70 sites).
  - Flagging for the purposes of development permits on the municipal database is only for designated properties, holding bylaw sites and those sites on the community heritage register.
  - Resources identified on the Built Heritage Database have no status; there is no official trigger at the permit application stage.
- There may be many other individual resources and categories of resources that have not yet been fully identified or evaluated (e.g., modern heritage, heritage districts, etc.).

- The review process for heritage conservation projects is unclear.
- There are issues regarding the City's communication with heritage property owners.
- Various policies exist but are not fully operationalized (e.g. City heritage stewardship, conservation plans for individual sites).
- There are questions about the level of conservation that have been achieved on individual projects (i.e., little demonstrated awareness of the *Standards and Guidelines*).
- The level of conservation incentives is considered inadequate; funding has to be worth applying for and be sufficient to achieve results; incentives may be cumbersome to access, especially for heritage homeowners (e.g., tax abatements spread over 10 years) and can only be accessed every 25 years.
- The *Standards and Guidelines* have not been officially adopted as the basis for permit application review, the granting of incentives and awards.
- The level of technical training in the application of *Standards and Guidelines* is inadequate.

Discussion: *The establishment of the Saskatoon Heritage Register and the consistent use of Standards and Guidelines will provide consistency and clarity for the Heritage Program. This will provide a foundation for the development of more effective conservation policies and programs.*

FOCUS OF THE HERITAGE PROGRAM
The existing Heritage Program has been primarily focused on landmark buildings in the downtown and the University of Saskatchewan. There is a need for a renewed focus on historic neighbourhoods and on residential properties. Saskatoon is a city of neighbourhoods that bring history, meaning, identity, and a sense of belonging to their residents. There was a strong desire indicated by many community and heritage stakeholders for the City to more fully recognize and celebrate neighbourhood heritage.

Discussion: *There are many residential buildings already identified on the Built Heritage Database that can be evaluated for individual significance, as groupings and for streetscape value. This should be undertaken in conjunction with the Local Area Plan process and the Infill Development Strategy.*

A BROADER DEFINITION OF HERITAGE
The definitions in the Heritage Policy should be revised in line with current thinking, e.g., material history is a type of human history; intangible heritage, a growing area of interest internationally, should also be incorporated. Despite broad definitions in the Heritage Policy, there has been a concentration on the protection of landmark buildings, with many aspects of Saskatoon's rich and layered heritage not yet officially recognized, conserved or protected. Saskatoon's heritage resources define the broad range of the city's history, but only a narrow slice of these resources have been officially identified, protected and celebrated. The review of background information and discussion with stakeholders, clearly identified that Saskatoon has inherited a rich and deeply significant legacy that includes many categories of resources in addition to buildings. Saskatoon's heritage illustrates the broad and diverse nature of community values. In some cases, City and community efforts to interpret history are fragmented, under-recognized or poorly understood. The City, through community partnerships and other initiatives, should seek to preserve, protect and celebrate a broad variety of heritage resources not limited to significant buildings. Intangible cultural heritage may be defined as "traditions or living expressions inherited from our ancestors and passed on to our descendants, such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe or the knowledge and skills to produce traditional crafts. Intangible cultural heritage is traditional, contemporary and living at the same time: intangible cultural heritage does not only represent inherited traditions from the past but also contemporary, community-based rural and urban practices in which diverse cultural groups take part.

Municipal planning best practices now recognize a broader understanding of what constitutes community heritage. An example is the City of Montreal's Heritage Policy, adopted in 2005, which embraces a broad concept of heritage as "any asset or group of assets, natural or cultural, tangible or intangible, that a community recognizes for its value as a witness to history and memory". More specifically, the Heritage Policy focuses on seven areas of stewardship:
    (1) built heritage, i.e. buildings, infrastructure;
    (2) archaeological heritage;
    (3) landscape heritage;

(4) public art;

(5) movable heritage, i.e. collections;

(6) archival heritage, e.g. plans, photographs, written documents; and

(7) intangible heritage.

Through this policy, the City of Montreal is establishing a vision for an integrated heritage strategy. Any such vision rests on a set of strategic goals that should include marketing, communications, internal and external partnerships, a supportive institutional framework (e.g. incentives and funding), educational outreach and innovative programs. Additionally, Montreal is forging linkages with the business community, the construction, tourism and cultural industries and media to raise general awareness of urban heritage. Montreal may be a valuable source of ideas for the City of Saskatoon.

Discussion: *The City should review the experience of other municipalities such as Montreal and New York ("Places Matter"), as well as international precedents, to better understand current best practices in defining tangible and intangible heritage resources. Resources evaluated for the Saskatoon Heritage Register should reflect the broad range of the city's history and development.*

HERITAGE CONSERVATION INCENTIVES

Heritage conservation incentives are minimal and ineffective. Few sites receive funding, which is generally insufficient to achieve good conservation outcomes.

- The level of conservation incentives being offered is inadequate; funding has to be worth applying for in order to achieve proper conservation outcomes.
- Incentives not adequate to convince owners to participate (no other trigger).
- The tax incentives can be cumbersome to access, especially for heritage homeowners (i.e., tax abatements spread over 10 years).
- Non-profit groups cannot access tax relief (e.g. churches do not pay property taxes) and can only access very minimal grants.
- The type of incentives available may not suit all property owners (e.g. tax abatements for homeowners are ineffective). For lower valued homes, the property taxes

are low enough that the incentives are not effective. Tax incentives can be difficult for homeowners to access, and lessen in value over time.

- Properties cannot apply for tax abatements again for 25 years.
- There are no effective incentives for the ongoing maintenance of heritage sites.

Discussion: *Heritage conservation will be achieved more effectively through incentives rather than regulations. The City should undertake a full review of a range of potential new heritage incentives, including mechanisms for developers to leverage abatements towards securing financing for conservation efforts. This should include the development of enhanced incentive funding options for properties that do not pay taxes (i.e. churches) as well as homeowners. While the incentives review is underway, the City should consider an immediate increase in the upper limit of the City's incentives for non-governmental tax-exempt designated properties to a maximum of $150,000 to match the level of incentives offered to commercial properties. Similarly, the grant amounts offered under the Façade Rehabilitation and Renovation Program should be increased. A review of other western Canadian municipal programs (with direct comparison to Edmonton) indicates that Saskatoon should provide annual funding in the range of $250,000, approximately $1 per resident per year, as a starting point for heritage incentives. These funds could be allocated on a first-come, first-served basis. There should also be support programs that enhance the conservation planning process, including the preparation of Statements of Significance and grants for the ongoing maintenance of heritage buildings. Sources of new incentive funds could include a surcharge on demolition permits, development cost charges or a combination of mechanisms.*

HERITAGE CONSERVATION OUTCOMES

There are a number of issues regarding the level of heritage conservation that is being achieved, and the conformance of work to national *Standards and Guidelines*.

- Building codes and standards have been strictly applied; flexibility is essential for non-conforming situations at heritage sites, to ensure the protection of character-defining elements and economic viability.

- Individual projects have not consistently achieved conservation standards as outlined in the *Standards and Guidelines*.
- The *Standards and Guidelines* have not been officially adopted as the basis for permit application review or the granting of incentives or awards.
- The level of technical training in the application of the *Standards and Guidelines* is inadequate.

Discussion: *Recent heritage projects have been inconsistent in the level of conservation that has been achieved. The Standards and Guidelines provide a consistent point of reference and establish a baseline of best practice. The Heritage Program should use the Standards and Guidelines as the basis for project approval as well as the granting of conservation incentives.*

HERITAGE EDUCATION AND AWARENESS

Public education and awareness about heritage issues is perceived as weak.

- While Saskatoon's history is told by a number of museums and heritage institutions, including Wanuskewin Heritage Park, the Western Development Museum's Boomtown and the Meewasin Valley Interpretive Centre, gaps exist in efforts to provide a more coordinated approach to collecting, preserving and interpreting Saskatoon's story.
- There is limited space available in the Saskatoon Public Library's Local History Room.
- The City Archives and the City Heritage Awards program have a low public profile.
- The approach to heritage programs such as Doors Open, Heritage Fairs and Culture Days is not fully coordinated.
- The full potential of the Marr Residence as a treasured community heritage site has yet to be fully realized.
- Ad-hoc program funding is provided to organizations such as the Saskatoon Heritage Society.

Discussion: *The City, alone and in partnership, has already undertaken effective initiatives in the implementation of interpretive features, including plaques for heritage buildings, interpretive signs on the MVA trail and at the Forestry Farm Park and Zoo; and signs in City Parks. This is a good starting point for future initiatives. Consideration should be given to developing a consistent brand and image for the City's interpretation initiatives.*
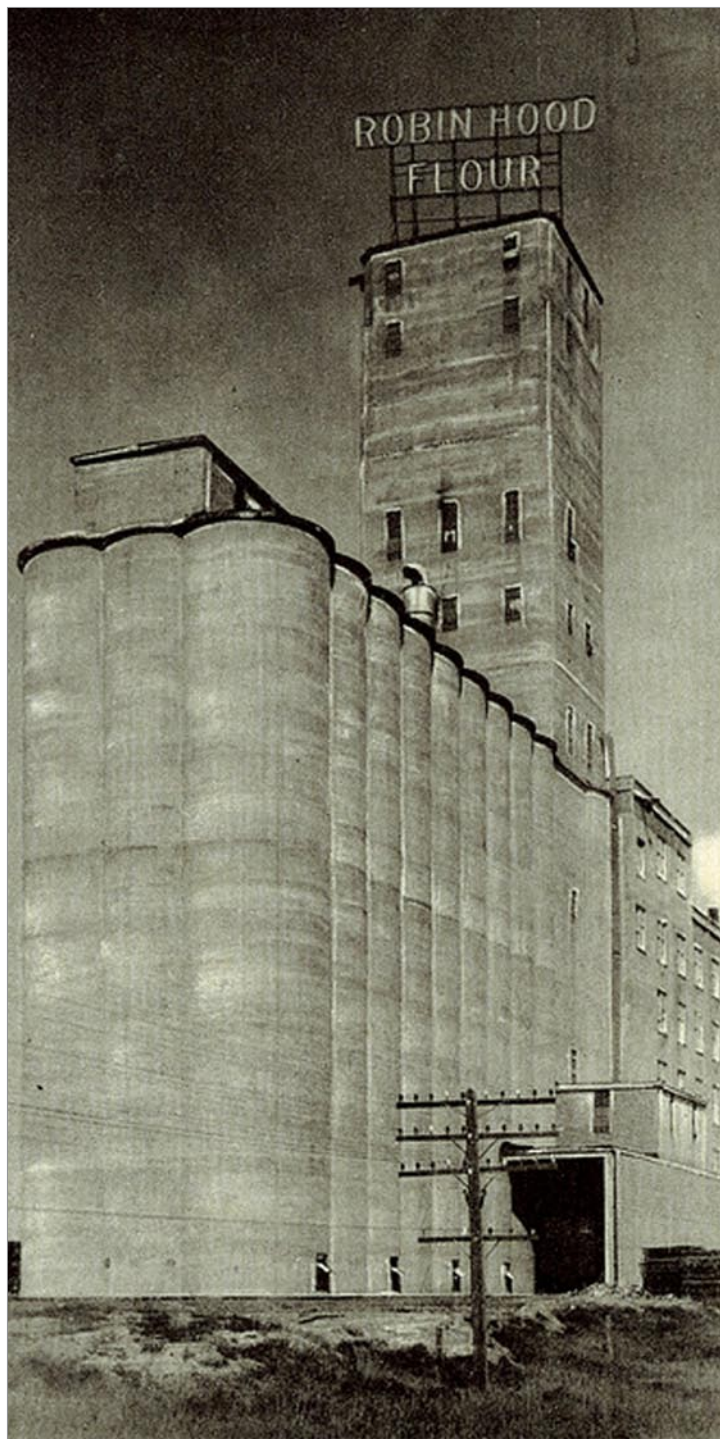
Robin Hood Flour Mills, c. 1930 [The BC Printing & Litho Ltd., Vancouver, BC, publisher] (Peel's Prairie Provinces, a digital initiative of the University of Alberta Libraries PC002845)

3. A RENEWED HERITAGE PROGRAM

The following Vision Statement expresses the aspirations – expressed throughout the consultative process – for a more effective municipal heritage program.

The Daylight Theatre at 136 - 2nd Avenue South, February 1940 (Saskatoon Public Library Local History Room A-1268)

The City of Saskatoon retains a vibrant, sustainable, and diverse heritage character that includes our tangible and intangible heritage, enriches our urban streetscapes, and enhances the quality of life in Saskatoon by providing cultural and educational opportunities. As we plan for Saskatoon's future growth, we will respect our past, and provide a balance for new development that recognizes the importance of our heritage resources, our intangible cultural heritage and our natural landscapes. The City of Saskatoon recognizes the important role that heritage conservation plays in enhancing both cultural and economic vitality, and will support a Heritage Conservation Program that conserves significant heritage resources within the evolving context of community development:

- Enhance Saskatoon's unique sense of place, inseparable from its cultural topography, historical development and neighborhoods;
- Identify, evaluate, manage and commemorate significant heritage legacy resources that illustrate the broad range of Saskatoon's historical development;
- Integrate the management of heritage resources within the broad municipal planning policy framework;
- Provide a balanced approach to new development that recognizes the importance of our heritage resources, our intangible cultural heritage and our natural landscapes;
- Support sustainable urban development by conserving and interpreting significant heritage resources that illustrate the city's complex history and culturally diverse traditions;
- Connect past, present and future through the conservation of heritage resources, commemoration of community history and traditions, and the creation of community heritage partnerships;
- Foster economic development and viability through long-term investment in heritage resources, cultural facilities and programs, and cultural tourism initiatives; and
- Plan for the development of healthy, vibrant and sustainable neighbourhoods by building on existing land use patterns, historic infrastructure and community identity.

The City of Saskatoon Heritage Program will be based on the following four key Goals and their associated Actions:

GOAL 1: CITY HERITAGE STEWARDSHIP
Provide leadership in heritage conservation through a policy of City heritage stewardship.

ACTION 1.1: ENHANCE MUNICIPAL LEADERSHIP
In co-operation with key community partners, the City should set, by example, the standard for other owners of heritage properties. Fully operationalize the policies for the management of the City's own heritage resources, including the highest standards in the conservation and stewardship of heritage sites under its direct control.

ACTION 1.2: UPDATE CITY-OWNED HERITAGE PROPERTY PROGRAM
Undertake a review of the current management framework for City-owned heritage and potential heritage sites, and improve protection, management, programming and interpretation.

ACTION 1.3: DEVELOP HERITAGE PARTNERSHIPS
Develop a full range of partnership opportunities, including with senior levels of government, community organizations and key heritage stakeholders.

GOAL 2: ENHANCED HERITAGE PROGRAM
Develop an enhanced City of Saskatoon Heritage Policy and Program framework that links to broader civic goals of sustainability, economic development and neighbourhood planning, while providing significant and sustainable development opportunities.

ACTION 2.1: INTEGRATE WITH MUNICIPAL PLANNING
Ensure that the municipal planning framework fully recognizes the importance of heritage conservation, and that heritage conservation is included as a key goal in emerging policy documents. Adopt a consistent definition of what constitutes "heritage" and ensure that the City's policy framework integrates references to heritage conservation as required.

ACTION 2.2: REVISE THE EVALUATION FRAMEWORK
Adopt a values-based assessment for the review and update the City's framework for the evaluation of heritage resources. Clearly identify the value of heritage sites that are being managed through regulation or are eligible for incentives. An improved evaluation framework will allow for a better understanding of the broad range of potential heritage resources located throughout the entire city, ground the identification and evaluation of heritage resources in a solid, defensible academic footing and assist in the integration of heritage resources within the planning for each neighbourhood, based on local identity and character.

ACTION 2.3: ESTABLISH THE SASKATOON HERITAGE REGISTER
Establish a comprehensive Saskatoon Heritage Register. The existing situation is confusing as to what sites are identified as significant, what level of protection is offered, and what regulations apply to the different categories of resources. Parks Canada has adopted the name ***Canadian Register of Historic Places*** for its database containing information about recognized historic places of local, provincial, territorial and national significance. The ***Saskatoon Heritage Register*** will be established as the official listing of sites considered to have heritage value and that will be managed under the Heritage Program. It should initially include those sites officially protected and those that have been evaluated as having heritage value. Over time, add sites evaluated as significant to the Register.

ACTION 2.4: ESTABLISH MUNICIPAL FLAGGING PROCEDURES
As the Saskatoon Heritage Register is developed, use it as the threshold for municipal flagging of site, heritage negotiations and applications for incentives. Establish comprehensive flagging procedures on the municipal computer system to act as a "distant early warning system", in order to ensure a proactive response to heritage issues. This will ensure that owners are aware of potential heritage significance, and allow an early City response when appropriate.

ACTION 2.5: IMPROVE HERITAGE CONSERVATION INCENTIVES

Existing City heritage conservation incentives should be reviewed and updated to ensure that they are aligned with the renewed focus of the *Heritage Policy and Program Review*. A revised program of effective incentives should be available that will strategically encourage authentic conservation and rehabilitation, by encouraging owners to invest in their properties. The amount of incentives should be directly related to the level of heritage conservation, and should be offered in exchange for legal protection.

Any proposed work on the site should be compatible with, and sympathetic to, the character and context of the heritage site, as evaluated based on a Statement of Significance and as assessed against the *Standards and Guidelines*.

ACTION 2.6: IMPROVE HERITAGE CONSERVATION OUTCOMES

Once the *Standards and Guidelines for the Conservation of Historic Places in Canada* have been adopted by the City, use them as the basis for all heritage project review and the granting of heritage incentives. Ensure that there is adequate training at all levels in the municipal structure to implement heritage initiatives based on the *Standards and Guidelines*.

GOAL 3: A BROADER RECOGNITION OF HERITAGE
Preserve, protect and interpret significant historical resources that illustrate the broad range of Saskatoon's heritage values.

ACTION 3.1: BROADEN THE DEFINITION OF HERITAGE

The City should seek, through leadership and partnerships, to identify, protect and celebrate a broad range of potential heritage resources for the valuable contribution that they make toward a complete understanding of Saskatoon's history. The City's Heritage Program should be inclusive of different types of heritage resources, both tangible and intangible.

ACTION 3.2: IMPROVE HERITAGE EDUCATION AND AWARENESS

The City should continue to actively support heritage education and awareness initiatives, through community partnerships and as resources allow. This will provide leadership in heritage communication that will raise the profile of heritage by broadly supporting community partners that can inform a wide audience, including community associations, museums and the educational community. The City's Heritage Program could also support the development of a network to exchange knowledge and practices between 'key heritage stakeholders'. Proactively communicating a pro-heritage message through local media should also be a priority.

S.A. Early Seed and Co. building at 198 Avenue A South, c.1930s [Leonard A. Hillyard photo] (Saskatoon Public Library Local History Room A-1696)

Winter view of Riversdale looking east from St. Paul's Hospital, c. 1940s [Dr. F.E. Wait photo] (Saskatoon Public Library Local History Room LH-5141)

GOAL 4: NEIGHBOURHOOD HERITAGE PLANNING

Plan for the sustainable development of healthy neighbourhoods, based on their historic identity and character.

ACTION 4.1: ENHANCE PLANNING FOR HERITAGE NEIGHBOURHOODS

Residential neighbourhoods bring history, meaning, identity and a sense of belonging to their residents. The unique identity, character and heritage resources of each neighbourhood should be identified, protected and commemorated. The determination of neighbourhood character should derive from stakeholder engagement and a broadly-based assessment, including buildings, structures, street trees, streetscape and distinctive street lighting. Neighbourhood revitalization can build on the efforts of residents to improve their own communities. The residents are able to identify local issues, and develop solutions for successful and sustainable capacity building and for an enhanced quality of life. This community-driven approach to neighbourhood renewal can be supported through a policy framework that builds on the existing strengths of each community. There are currently few incentives that assist the owners of heritage homes in restoration and maintenance, and consequently there has been little protection of the broader spectrum of Saskatoon's residential heritage resources. Adaptive reuse of existing building stock and infrastructure will also be significant factors in achieving sustainability targets.

3.1 IMPLEMENTATION STRATEGY

The recommended actions will unfold over time, through the combined efforts of the City, stakeholders, individuals and community partnerships. This will benefit from a coordinated community effort to advance the goals of heritage conservation. The following implementation strategy provides a road map for how the actions can be prioritized, and what are the expected outcomes. Each action is prioritized based on a ten-year timeline. This will assist in the development of annual work programs, and in determining annual budget requirements. There are a number of outside resources that may be available to help undertake some of these initiatives, including senior government grant programs.

PRIORITY
- **HIGH:** Immediate Priority
- **MEDIUM:** Medium-Term Priority
- **LOW:** Long-Term Priority
- **ONGOING:** Continuing Priority

TIMEFRAME FOR IMPLEMENTATION:
- **SHORT:** Short Term Actions: up to 3 years (2012-2015)
- **MEDIUM:** Mid-Term Actions: 3-5 years (2015-2017)
- **LONG:** Long Term Actions: 5-10 years (2017-2022)
- **ONGOING:** underway and continuing

Monitoring:
Once updated policies, procedures and regulations are established, it is necessary to continue to monitor the process to ensure its ongoing effectiveness. A cyclical re-examination of the Heritage Policy and Program should be initiated, to review the results, effectiveness and direction on a regular basis. This could occur at the end of each implementation cycles, with a review at 3, 5 and 10 years, to ensure that the Policy and Program remain relevant and useful.

NWMP barracks on 1st Avenue, c. 1900 (Saskatoon Public Library Local History Room LH-437)

Plowing a trench on Avenue E North near Bedford Road with the two-storey house, 511 Avenue E North, in the background, c. 1920 [Leonard A. Hillyard photo] (Saskatoon Public Library Local History Room A-2542)

GOAL ONE: CITY HERITAGE STEWARDSHIP			
ACTION 1.1: ENHANCE MUNICIPAL LEADERSHIP	**PRIORITY**	**TIME**	**OUTCOME**
1.1.1 Confirm the City's leadership role in this significant area of public policy and inform the public of its intentions to achieve high heritage standards.	High	Short	Lead by example; civic stewardship; increased community pride
1.1.2 Adopt the *Standards and Guidelines for the Conservation of Historic Places in Canada* as the basis for all City heritage initiatives and as the basis for all heritage permit applications and the granting of incentives.	High	Short	Improved heritage conservation outcomes; greater certainty in the process
1.1.3 Provide enhanced financial support for the implementation of the Heritage Policy and Heritage Program.	Ongoing	Ongoing	More effective
ACTION 1.2: UPDATE CITY-OWNED HERITAGE PROPERTY PROGRAM	**PRIORITY**	**TIME**	**OUTCOME**
1.2.1 Identify and evaluate the full range of City-owned heritage resources, including cultural and natural landscapes.	High	High	Support for civic stewardship initiatives
1.2.2 Prepare Conservation Plans and Maintenance Agreements for City-owned heritage sites, based on the *Standards and Guidelines for the Conservation of Historic Places in Canada*.	Medium	Medium	Improved heritage conservation outcomes; improved civic stewardship
1.2.3 Review the protection, management, programming and interpretation of City-owned heritage and potential heritage properties.	Medium	Medium	Improved heritage conservation outcomes
ACTION 1.3: DEVELOP HERITAGE PARTNERSHIPS	**PRIORITY**	**TIME**	**OUTCOME**
1.3.1 Develop a full range of partnership opportunities.	Ongoing	Ongoing	Work with community, corporate and other partners to advance Heritage Program goals

J.H. Early Motor Company Ltd. at 140-154 3rd Avenue South, c. 1928 - 1931 [Leonard A. Hillyard photo] (Saskatoon Public Library Local History Room A-1199)

GOAL TWO: ENHANCED HERITAGE PROGRAM			
ACTION 2.1: INTEGRATE WITH MUNICIPAL PLANNING	**PRIORITY**	**TIME**	**OUTCOME**
2.1.1 Integrate heritage initiatives with broader civic goals of economic development, sustainability quality of life, affordable housing initiatives and neighbourhood planning in all aspects of the municipal planning framework. Revise or develop the City's policy framework to consistently reference what is "heritage" and how it will be conserved.	High	Short	Integrated civic response to heritage issues
2.1.2 Revise City of Saskatoon Council Policy C10-020 to reflect the recommendations of this review, including the definitions of heritage, and recognize the *Standards and Guidelines* as the basis of the Heritage Program.	High	Short	Improved Heritage Program framework and outcomes
2.1.3 In consultation with MHAC, the Heritage Coordinator should lead in implementing heritage strategies and actions identified in the Heritage Policy and Program Review.	Ongoing	Ongoing	Improved coordination and response
2.1.4 Identify department responsibilities and internal coordination in the development of an integrated response to heritage issues.	High	Short	Improved coordination and response
2.1.5 Ensure fairness, clarity and certainty through an open public process of reviewing heritage applications, and cut "red tape" by simplifying and streamlining procedures.	High	Short	More responsive in dealing with public owners; certainty in the "rules"
2.1.6 Provide administrative support for the Heritage Program through increased budget and staffing as required, as new initiatives are initiated, including: • evaluation of the Built Heritage Database • implementation of the Heritage Register • uptake of increased incentives	High	Ongoing	Improved coordination and response through enhanced staff resourcing over time
2.1.7 Enable MHAC with an initiating role in bringing issues forward to Council.	High	Short	Improved communication of heritage issues
2.1.8 As part of the Infill Development Strategy require that Heritage Impact Statements be prepared by developers of projects that include, or are adjacent to, heritage resources as a way of generating information necessary for designation and a conservation plan.	Ongoing	Ongoing	More clarity in the development process; improved response to potential heritage issues
2.1.9 Revise the wording of The Heritage Property (Approval of Alterations) bylaw No. 8356 to exempt repairs and minor alterations from referral to MHAC.	High	Short	Less "red tape"; faster response to minor issues
2.1.10 Explore municipal best practice heritage policies regarding sustainability, economic revitalization, tourism, affordable housing, etc.	Ongoing	Ongoing	Review and consideration of effective precedents; better information base for policy development

GOAL TWO: ENHANCED HERITAGE PROGRAM (CONTINUED)			
ACTION 2.2: REVISE THE EVALUATION FRAMEWORK	**PRIORITY**	**TIME**	**OUTCOME**
2.2.1 Review the City's existing heritage evaluation criteria and replace the numerical analysis component with values–based criteria and the use of Statements of Significance.	Medium	Medium	Improved heritage outcomes; values-based assessment as the basis of the Heritage Program
2.2.2 Require Statements of Significance as the basis of any building / development permit application or review of proposed interventions to heritage sites.	High	Ongoing	Improved heritage outcomes; Improved understanding of heritage value
2.2.3 Undertake the development of a city-wide Thematic Framework and a Historic Context Statement that will support the evaluation of Saskatoon's heritage resources.	Medium	Medium	Improved overall understanding of historic context; enables values-based assessment
ACTION 2.3: ESTABLISH THE SASKATOON HERITAGE REGISTER	**PRIORITY**	**TIME**	**OUTCOME**
2.3.1 Establish the Saskatoon Heritage Register by Council Resolution, which will initially include identified heritage sites. Ensure that the Heritage Register is consistently referenced in the City's policy framework.	High	Short	Greater certainty of what constitutes "heritage"; enhanced clarity for property owners; streamline the development process by removing uncertainty
2.3.2 Make Heritage Register easily available to the public through digital access.	High	Short	Public awareness of the Heritage Program and heritage sites
2.3.3 Update Heritage Program regulations based on the Heritage Register mechanism, and use the Register as the basis for eligibility for heritage conservation incentives.	High	Short	Greater certainty of what constitutes "heritage"
2.3.4 Initiate an evaluation of the Built Heritage Database, to identify the sites of highest heritage value that can be included on the Register.	High	Ongoing	Improved information base for the Heritage Program; greater certainty for the Program
2.3.5 Identify heritage resources other than buildings such as cultural landscapes that can be included on the Register.	Ongoing	Ongoing	Broader recognition of Saskatoon's heritage
ACTION 2.4: ESTABLISH MUNICIPAL FLAGGING PROCEDURES	**PRIORITY**	**TIME**	**OUTCOME**
2.4.1 As it is developed, use the Saskatoon Heritage Register as the basis for flagging procedures on the municipal database.	High	Ongoing	Greater certainty of what constitutes "heritage"
ACTION 2.5: IMPROVE HERITAGE CONSERVATION INCENTIVES	**PRIORITY**	**TIME**	**OUTCOME**
2.5.1 Remove current disincentives to heritage conservation (e.g. access to tax incentives once every 25 years).	Ongoing	Ongoing	Improved heritage conservation outcomes
2.5.2 Undertake economic case studies of previous heritage incentive packages, determine how effective they were in achieving conservation outcomes, what would be required to improve the heritage response and the resulting community benefits.	High	Short	Enhanced effectiveness of financial resources in achieving goals of the Heritage Program

GOAL TWO: ENHANCED HERITAGE PROGRAM (CONTINUED)			
ACTION 2.5: IMPROVE HERITAGE CONSERVATION INCENTIVES (CONTINUED)	**PRIORITY**	**TIME**	**OUTCOME**
2.5.3 Undertake a review of a range of potential new heritage incentives, including mechanisms for developers to leverage abatements towards securing financing for conservation efforts, providing Statements of Significance, and establishing grants for the ongoing maintenance of heritage buildings.	High	Short	More effective conservation results
2.5.4 Develop enhanced incentive funding options for properties that do not pay taxes (i.e. churches). While the incentives review is underway, consider an immediate increase in the upper limit of the City's incentives for non-governmental tax-exempt designated properties to a maximum of $150,000 to match the level of incentives offered to commercial properties.	High	Short	More effective conservation results
ACTION 2.6: IMPROVE HERITAGE CONSERVATION OUTCOMES	**PRIORITY**	**TIME**	**OUTCOME**
2.6.1 Provide City Staff and MHAC with the training and resources to fully understand the use of the *Standards and Guidelines*.	High	Ongoing	Improved information base for the Heritage Program; Improved conservation outcomes
2.6.2 Provide the Infrastructure Services Department with the training and resources to adopt proper heritage conservation procedures for City-owned heritage sites.	High	Ongoing	Improved conservation outcomes
2.6.3 Review the application of building codes and standards on heritage projects. Consult with the Province regarding the provision of flexible exemptions and equivalencies. Determine if appropriate equivalencies and exemptions can be consistently offered on heritage projects.	High	Ongoing	Improved conservation outcomes
2.6.4 Provide improved training and resources for Building Standards staff in the proper application of *Standards and Guidelines* as well as in flexible responses to the application of building codes and standards in heritage situations.	High	Ongoing	Improved conservation outcomes

GOAL THREE: A BROADER RECOGNITION OF HERITAGE			
ACTION 3.1: BROADEN THE DEFINITION OF HERITAGE	**PRIORITY**	**TIME**	**OUTCOME**
3.1.1 Continue to identify built, natural and cultural heritage resources using an expanded definition of heritage and heritage conservation.	Ongoing	Ongoing	Broader recognition of Saskatoon's heritage
3.1.2 Explore current best practices (e.g. City of Montreal and New York "Places Matter") in the treatment of a broader range of heritage resources.	Ongoing	Ongoing	Broader recognition of the Saskatoon's story and layers of history
3.1.3 Study, and where appropriate, establish Heritage Conservation Districts as a way of recognizing a wide number and type of heritage resources.	Medium	Medium	Enhanced conservation of historic streetscapes and neighbourhoods
3.1.4 Continue partnership initiatives to implement a program of interpretive features, such as commemorative plaques and signs throughout the city for built, natural, and cultural heritage using common themes such as pioneer settlement, First Nations settler relations, and river history, as well as more recent historical themes such as post-World War II immigration, and the boom and bust economy.	Ongoing	Ongoing	Enhanced public education and awareness through community partnerships
ACTION 3.2: IMPROVE HERITAGE EDUCATION AND AWARENESS	**PRIORITY**	**TIME**	**OUTCOME**
3.2.1 Encourage collaborations between heritage organizations and schools to enhance the teaching of local history.	Ongoing	Ongoing	Enhanced public education and awareness
3.2.2 Realize heritage awareness through public programming, including commemoration, interpretation and public art, as well as the ongoing development of community partnerships.	Ongoing	Ongoing	Enhanced public education and awareness
3.2.3 Make historical information available through a variety of means to enhance public awareness and understanding of local history and heritage resources. This could include: • Provide a more coordinated approach to collecting, preserving and interpreting Saskatoon's story • Expand support for the Local History Room • Enhance the profile of the City Archives • Coordinate Doors Open, Heritage Fair and Culture Days	Ongoing	Ongoing	Enhanced public access to heritage information
3.2.4 Develop a consistent brand and image for the City's interpretation initiatives.			
3.2.5 Support and increase the profile of Saskatoon's Heritage Awards Program by advertising the program details and award recipients.	High	Short	Enhanced public education and awareness

GOAL FOUR: NEIGHBOURHOOD HERITAGE PLANNING			
ACTION 4.1: ENHANCE PLANNING FOR HERITAGE NEIGHBOURHOODS	**PRIORITY**	**TIME**	**OUTCOME**
4.1.1 Support enhanced heritage conservation of neighbourhood heritage character through the Local Area Plan process, and ensure heritage conservation policies are appropriately referenced and potential heritage properties are recognized as plans for heritage neighbourhoods are updated.	High	Ongoing	Enhanced conservation of historic streetscapes and neighbourhoods
4.1.2 Build upon historic integrity and infrastructure when developing infill plans for historic neighbourhoods. Ensure the inclusion of mechanisms that will provide incentives for the retention of historic resources.	High	Ongoing	Support for broader civic goals; Enhanced conservation of historic streetscapes and neighbourhoods; achieve sustainability targets
4.1.3 Support affordable housing policies through continued and adaptive re-use of existing housing stock.	Medium	Ongoing	Support for broader civic goals
4.1.4 Enhance the range of conservation incentives and options for heritage homeowners.	High	Ongoing	Enhanced conservation of historic streetscapes and neighbourhoods

Three Nutana Schools including the "Little Stone School" - now on the University of Saskatchewan grounds, c. 1909-1912 (Saskatoon Public Library Local History Room LH-401)

ACKNOWLEDGEMENTS

The Union Bus Depot at 347 2nd Avenue South, c. 1935 [Leonard A. Hillyard photo] (Saskatoon Public Library Local History Room A-1300)

APPENDIX A: DEFINITIONS

Canadian Register of Historic Places: The Canadian Register is a searchable database containing information about recognized historic places of local, provincial, territorial and national significance. The online Register may be found at: http://www.historicplaces.ca/

Cultural Landscape: A landscape designed and created intentionally by man"; (ii) an "organically evolved landscape" which may be a "relict (or fossil) landscape" or a "continuing landscape"; or a (iii) an "associative cultural landscape" which may be valued because of the "religious, artistic or cultural associations of the natural element. [World Heritage Committee Operational Guidelines]

Heritage Impact Statement: A document consisting of a statement demonstrating the heritage significance of a heritage site, an assessment of the impact a proposed development will have on the significance, and proposals for measures to minimize the impact.

Heritage Register: A list of sites with qualities or characteristics that are recognized as having significant heritage value.

Heritage Value: The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

Historic Context Statement: A historic context statement provides a framework for understanding and evaluating historical resources. The significance of an individual site can be judged and explained by providing information about patterns and trends that define community history. Each site should be considered in the context of the underlying historical influences that have shaped and continue to shape the area. Historic context may be organized by theme, geographic area, or chronology, and is associated with a defined area and an identified period of significance. In this way, common, ever-present and representative historic sites, as well as interesting, rare or exceptional examples, can be identified and placed in context.

Historic Place: A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

Human History: the study of the human past as it is described in the written documents artifacts, photographs, etc. left by human beings as well as through oral records.

Intangible Cultural Heritage: the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artifacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage; constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity. (UNESCO)

Natural Heritage: any natural thing, phenomenon or concept, considered to be of scientific significance or to be a spiritual manifestation.

Statement of Significance: identifies the heritage value of an historic place and lists the character-defining elements that must be retained to preserve this value. The Statement of Significance allows professionals, planners, and the public at large to understand a community's recognition and valuation of the historic place. Examples may be found by searching the Canadian Register of Historic Places:
http://www.historicplaces.ca/

Standards and Guidelines for the Conservation of Historic Places in Canada: provide a common benchmark to guide restoration and rehabilitation of historic places, ensuring that heritage values are preserved and that these historic places continue to be useful resources in the life of a community. The *Standards and Guidelines* may be downloaded at:
http://www.historicplaces.ca/en/pages/standards-normes.aspx

Tangible Heritage: physical objects and sites such as buildings, cultural landscapes, streetscapes, archaeological sites, artifacts, and documents.

Thematic Framework: A thematic framework organizes and defines historical themes that identify significant sites, persons and events. Historical themes provide a context within which heritage significance can be understood, assessed and compared. Themes help to explain why a site exists, how it was changed and how it relates to other sites linked by the theme. Historical themes are identified when a thematic history is prepared. The *National Historic Sites of Canada System Plan* provides an overall thematic framework that is a comprehensive way of looking at Canadian history and identifies sites of national significance.

APPENDIX B: IDENTIFIED HERITAGE SITES

BUILDING NAME	PROPERTY ADDRESS	DESIGNATION			
		SASK	PROV	RWY	FED
Land Titles Office	311 21st Street East		1985		
College Building	105 Administration Place		1982		
Albert School	610 Clarence Avenue / 1001 11th Street East	1983			
Alexander Residence	1020 Spadina Crescent East	2001			
Arrand Block	520-524 11th Street East	1989			
Arthur Cook Building	306 Ontario Avenue	2011			
The Broadway Theatre	715 Broadway Avenue	1977			
Bowerman Residence	1328 Avenue K South	1986			
CPR Station (NHS)	305 Idylwyld Drive North	1994		1990	1976
F.P. Martin House (1 & 2)	716 & 718 Saskatchewan Crescent East	1997			
Fairbanks-Morse Warehouse	12 / 14 23rd Street East	1985			
Former Fire Hall No. 3	612 11th Street East	1991			
Hutchinson Building	144 2nd Avenue South	1999			
Little Chief Service Station	344 20th Street West	2003			
Superintendent's Residence / Forestry Farm Park and Zoo National Historic Site of Canada	1903 Forest Drive / Central Avenue	1990			1990
Marr Residence	326 11th Street East	1982			
Independent Order of Odd Fellows Temple	416 21st Street East	1983			
Pettit/Sommerville Residence	870 University Drive	1988			
Pioneer (Nutana) Cemetery	2310 St. Henry Avenue	1982			
Rugby Chapel	1337 College Drive	1987			
Trounce / Gustin Houses	512 10th Street East	1989	2008		
Thirteenth St. Terrace (Row Housing)	711-723 13th Street East	2000			
Saskatoon (Main Street) Electrical System Substation	619 Main Street	2000			
Old Stone School	University of Saskatchewan	1982			
St. John's Anglican Cathedral	816 Spadina Crescent East	2004			
Knox United Church	838 Spadina Crescent	2003			
Cambridge Court	129 5th Avenue North	2007			
Landa Residence	202 Avenue E South	2005			
Bottomley House	1118 College Drive	2006			
Aden Bowman Residence	1018 McPherson Avenue	2006			
McLean Block	261 / 263 3rd Avenue South	2006			
Larkin House	927 5th Avenue North	2007			
Next-of-Kin Memorial Avenue NHS at Woodlawn Cemetery	1502 2nd Avenue North				1992
VIA Rail (Union) Station	Chappel Drive			1996	

CITY OF SASKATOON COMMUNITY HERITAGE REGISTER PROPERTIES	
PROPERTY ADDRESS	BUILDING NAME
505 10th Street	Grace United Church
609 King Street	Nurses Residence

CITY OF SASKATOON HOLDING BYLAW NO. 6770 PROPERTIES	
PROPERTY ADDRESS	BUILDING NAME
20th Street & Avenue B	Adilman's Department Store
906 Saskatchewan Crescent	Bell House
601 Spadina Crescent East	Bessborough Hotel
1022 Temperance Street	Board of Trade Office
Broadway Avenue	Broadway Bridge
1306 Lorne Avenue	Buena Vista School
848 Saskatchewan Crescent East	Calder House
105 21st Street East	Canada Building
3rd Avenue & 21st Street East	Eaton's Department Store
243 21st Street East	Flanagan/Senator Hotel
307 Saskatchewan Crescent West	Hopkins House
Kinsmen Park	Hugh Cairns Memorial
416 11th Street East	Irvine House
721 Avenue K South	King George School
135 21st Street East	MacMillan Building
1030 Idylwyld Drive North	The Normal School
100 115th Street West	Powe Residence
221 Cumberland Avenue	R.J.D. Williams School
320 20th Street West	Roxy Theatre
241 2nd Avenue South	Royal Bank
224-226 Pacific Avenue	Rumely Warehouse
417 21st Street East	Saskatoon Club
411 11th Street East	Saskatoon Collegiate Institute
321 6th Avenue North	Schrader House
214 Avenue M South	St. George's Ukrainian Catholic Church
535 8th Street East	St. Joseph's Church
1406 8th Avenue North	St. Mark's Anglican Church
5th Avenue North near 24th Street	Star Phoenix Clock
810 Broadway Avenue	Stewart's Drug Store
304 3rd Avenue North	Third Avenue United Church
206 2nd Avenue North	Thompson Chambers / Avalon Block
919 20th Street West	Ukrainian Orthodox Cathedral of the Holy Trinity
College Drive	University Bridge
Kiwanis Park near Broadway	The Vimy Memorial

APPENDIX C: PROVINCIAL HERITAGE SITES

The following are the three sites within the City of Saskatoon that have been designated by Saskatchewan under the *Heritage Resources Act*.

BUILDING NAME	PROPERTY ADDRESS	DATE
Trounce / Gustin Houses	512 10th Street East	2008
College Building NHS	105 Administration Place	1982
Land Titles Office	311 21st Street East	1985

APPENDIX D: NATIONAL HISTORIC DESIGNATIONS

The Historic Sites and Monuments Board of Canada makes recommendations to the Government of Canada regarding nationally significant places, persons and events. As of February 2012, there are 7 designations in Saskatoon. Wanuskewin National Historic Site of Canada (Complex of Plains Indian cultural site, designated in 1986) is located outside City limits.

NATIONAL HISTORIC SITES (4)

- **College Building National Historic Site of Canada:** Main component of an excellent example of university buildings in the College Gothic Style in Canada. Date Designated: 2001.

- **Forestry Farm Park and Zoo National Historic Site of Canada:** Important federal contribution to prairie forestation. Date Designated: 1990.

- **Next-of-Kin Memorial Avenue National Historic Site of Canada:** Road of remembrance commemorating World War I soldiers. Date Designated: 1992.

- **Saskatoon Railway Station (Canadian Pacific) National Historic Site of Canada:** Château style station begun in 1907. Date Designated: 1976.

HISTORIC EVENTS (1)

- **Petro Mohyla Institute National Historic Event:** Provided a leadership training ground for young Ukrainian Canadians, and especially women, leading to the founding of a range of Ukrainian organizations. Date Designated: 2008.

HISTORIC PERSONS (2)

- **Violet Clara McNaughton National Historic Person:** Organized the Women Grain Growers; instigated public funded medical care programs. Date Designated: 1997.

- **Arthur Silver Morton National Historic Person:** Historian, teacher, first Provincial Archivist of Saskatchewan. Date Designated: 1952.

APPENDIX E: COMPARABLE MUNICIPAL HERITAGE PROGRAMS

A number of other Western Canadian municipal heritage programs were reviewed to determine the different levels of municipal responses to heritage management, and to review what program components were most effective.

WINNIPEG, MANITOBA

Population: 663,617 (2011)
Heritage Staff: 2 plus clerical support
Advisory Body: Historical Buildings Committee
Tools: The City of Winnipeg keeps two related listings of heritage buildings – the Inventory of Buildings and the Buildings Conservation List. The Inventory of Buildings is a list of 600 sites that have been evaluated as having potential heritage value. The Buildings Conservation List includes 231 buildings that have been declared historic by City Council.
Incentives: The City has a robust program of heritage incentives, including tax incentives, development incentives and grants. From 1995 to 2005, a total of $46.6 M in incentives was provided for heritage conservation projects that helped leverage $194.3 M in spending. This represents a leverage ratio of over 4:1. The City also supports heritage conservation directly through the ownership and maintenance of a number of heritage sites
Heritage Awareness:
* The **Historical Buildings Committee** is a volunteer group, appointed by Winnipeg City Council, to provide advice and recommendations on issues associated with the protection and conservation of heritage resources within the city.
* The City supports the heritage program with annual budget allocations, which provide a broad range of incentives, supports heritage education and awareness initiatives and engages community partners.
* The City's planning framework, in the recently-adopted "OurWinnipeg" city plan, now embraces heritage conservation as an integrated part of municipal planning.

REGINA, SASKATCHEWAN

Population: 193,100
Heritage Staff: 1
Advisory Body: Regina Municipal Heritage Advisory Committee
Tools: Municipal Heritage Designation; Heritage Holding By-law (contains list of important buildings that require 60-day review before demolition permitted; at end of period, either property is designated or taken off list, thereby facilitating its demolition); Regina Municipal Architectural Heritage Design Guidelines
Incentives: A building owner must first apply for designation, then City offers incentives if the building is designated.
Heritage Awareness:
* Eight self-guided Heritage Walking Tours (produced by City)
* Heritage Regina
* Municipal Heritage Awards

CALGARY, ALBERTA

Population: 1,096,833
Heritage Staff: 3 Heritage Planners
Advisory Body: Calgary Heritage Advisory
Tools: Municipal Heritage Designation; Inventory of Evaluated Historic Resources; Heritage Policies in Area Redevelopment Plans
Incentives: *Heritage Incentive Program*: ability to transfer undeveloped density from designated heritage sites to other sites in the same land use district; also, ability to change use at certain heritage properties from residential to commercial office use
Heritage Awareness:
- Heritage Walking Tours
- **Calgary Heritage Initiative Society:**
- citywide heritage group, founded in the fall of 2005
- dedicated to the preservation, productive use and interpretation of buildings and sites of historic and architectural interest
- hosts online forum discussions regarding heritage issues
- key interests: awareness, networking, policy development; development watch; research
- **Century Homes Calgary**
- citywide celebration commemorating homes constructed during Calgary's first building boom.
- owners and residents are invited to share details and stories about their house
- **Community Heritage Plaque Program**
- the Calgary Heritage Authority, in conjunction with Community Associations and the Chinook Country Historical Society, awards interpretive plaques annually to sites considered to be of historic significance to their respective communities.
- plaques are presented to the property owners and a community association representative during a ceremony at City Council
- the plaques interpret the history of each site and its importance to the development of Calgary
- **Calgary Heritage Authority Lion Awards**
- recognize citizens and groups who have undertaken initiatives, of any scale, in support of heritage conservation in Calgary
- citations are presented biennially at The Lions gala

EDMONTON, ALBERTA

Population: 812,201
Heritage Staff: 2
Tools: Heritage Register; Heritage Inventory; Historical Resources Management Plan; City Policy C-450B: *A Policy to Encourage the Designation and Rehabilitation of Historic Resources in Edmonton*; *The Standards and Guidelines for the Conservation of Historic Places in Canada*; The Art of Living: A Plan for securing the future of arts and heritage in the City of Edmonton
Incentives: Edmonton's Historic Resources Management Program focuses on the identification and creation of appropriate initiatives, incentives and policies to encourage the restoration and rehabilitation of historic resources. These may vary from financial incentives and zoning relaxations to greater direct involvement (such as practical restoration advice).
Historic Resource Management Program: The Heritage Canada Foundation awarded the prestigious national Prince of Wales Prize to the City of Edmonton in 2009 for its commitment to Municipal Heritage Leadership Historical Resources that are representative of our past and continue to enhance our urban environment. The Historical Resources Management Program focuses on the following:
- **Register and Inventory of Historic Resources in Edmonton:** The continual work to maintain, update and review the Register and Inventory of Historic Resources in Edmonton to ensure that important resources are identified and recorded. This enables appropriate effort and policy to be put in to place to protect and/or incorporate historic resources facing ongoing development pressures. The core basis for identifying resources is the hope that they will be designated as Municipal Historic Resources
- **Promotion:** The ongoing work to raise the profile of the benefits that heritage conservation brings to the city at large, while enabling individuals to access appropriate resources, advice and assistance to allow them to evaluate and protect historic resources in future plans.
- **Monitoring:** Continuing to put in place appropriate mechanisms to ensure historic resources are accounted for in the development process and enabling the long term management of existing resources.

- **Broader Heritage Initiatives:** Integrating the Historic Resource Management Program with other heritage initiatives such as museums, archives and archaeological efforts.

Heritage Awareness:
- *This Old Edmonton House* seminars help owners of historic properties of public seminars with advice about owning, maintaining and restoring an historic home.
- Founded in 2009, the **Edmonton Heritage Council's** mandate is to:
- provide a forum for analyzing, discussing and sharing heritage issues in Edmonton
- advocate for a vibrant heritage community and heritage programs that benefit all Edmontonians
- unify Edmonton's heritage community and give it a voice
- promote the awareness and development of effective, informed and recognized heritage principles and practices.

VICTORIA, BRITISH COLUMBIA

Population: 80,017
Heritage Staff: 2
Advisory Body: Heritage Advisory Committee
Tools: Heritage Register; Heritage Inventory; Heritage Alteration Permit Application; Heritage Designation Application; Heritage Tax Incentive Program Application - Non Residential Uses; Tax Incentive Program Application - Residential Conversions; Minor Amendments to Development Permits & Heritage Alteration Permits; Heritage Strategic Plan For The City of Victoria; *Official Community Plan* containing *Standards and Guidelines for the Conservation of Historic Places in Canada* as well as 13 heritage conservation areas (HCA); Old Town, the largest heritage conservation area in the city, which has guidelines for changes to heritage properties, non-heritage additions and signs and awnings
Incentives: The City of Victoria has grant programs for improvements to designated heritage houses and designated commercial, industrial, and institutional properties. The latter building types in the downtown are also eligible for the Tax Incentive Program for seismic upgrades and façade rehabilitation in residential conversions and commercial property improvements.
Heritage Awareness: The Victoria Heritage Foundation, The Victoria Civic Heritage Trust, *This Old House: Victoria's Heritage Neighbourhoods* Publications

NANAIMO, BRITISH COLUMBIA

Population: 83,810
Heritage Staff: One Heritage & Community Planner
Advisory Body: Community Heritage Commission
Tools: Heritage Register; Municipal heritage designations; Heritage Management Plan; Downtown Heritage Conservation Area; Heritage Building Design Guidelines
Incentives: Heritage Façade Improvement Grant Program; Downtown Residential Tax Exemption Program
Heritage Awareness: Virtual Heritage Tour (City website); walking tour brochures

- The **Nanaimo Community Heritage Commission** is a volunteer group, appointed by Nanaimo City Council, to provide advice and recommendations on issues associated with the protection and conservation of heritage buildings, sites and areas within the city.
- The **virtual heritage walk** compliments the City's existing on-line heritage building database and allows the viewer to explore the City's heritage buildings in a virtual setting. Produced by a local interactive immersion and 3D object imaging firm, the 360-degree image technology used in the virtual walk provides a unique and engaging introduction to Nanaimo and its heritage buildings.
- The **Downtown Residential Conversion Tax Exemption Program** has two main goals one is to encourage new residential units; the other is to preserve heritage buildings in the Downtown Core.
- Façade Improvement Grant's (F.I.G.s) through the City's **Heritage Façade Improvement Grant Program** is coordinated and funded by the Downtown Nanaimo Partnership and the City of Nanaimo and is designed to encourage rehabilitation and enhancement of historic buildings, as well as to promote economic growth and investment in the Downtown Core. Grants cover up to 50% of external building improvement or conservation costs, to a maximum of $10,000 per building face fronting on a street. The most common improvements completed under the program include awning upgrades, new signage, painting, and window conservation. In order to be eligible for a grant, the building must be recognized by the City as having historic value.

SAANICH, BRITISH COLUMBIA

Population: 109,752
Heritage Staff: One Municipal Planner, with responsibility for heritage
Advisory Body: Arts Culture, and Heritage Advisory Committee
Tools: Community Heritage Register (Inventory (1991) adopted as a Register; currently being updated); Municipal heritage designations; Exterior Restoration Guidelines
Incentives: House Grants Program (administered by the Saanich Heritage Foundation)
Heritage Awareness:

- The purpose of the **Arts Culture, and Heritage Advisory Committee** is to advise Council and recommend policies on community arts, culture and heritage promotion, including services, facilities and specific community interests.
- The **Saanich Heritage Foundation** is a registered non-profit society that promotes the preservation, maintenance and restoration of buildings, structures and land located in the Municipality of Saanich that have been designated as Municipal Heritage Sites by the Municipal Council.
- Owners of heritage-designated residences in the Municipality of Saanich may be eligible for assistance with the cost of preserving or restoring the exterior. The House Grants Program may cover a portion of these costs, subject to the Saanich Heritage Foundation (SHF) priorities and the availability of funds.
- Offers a list of exterior restoration principles for homeowners and contractors