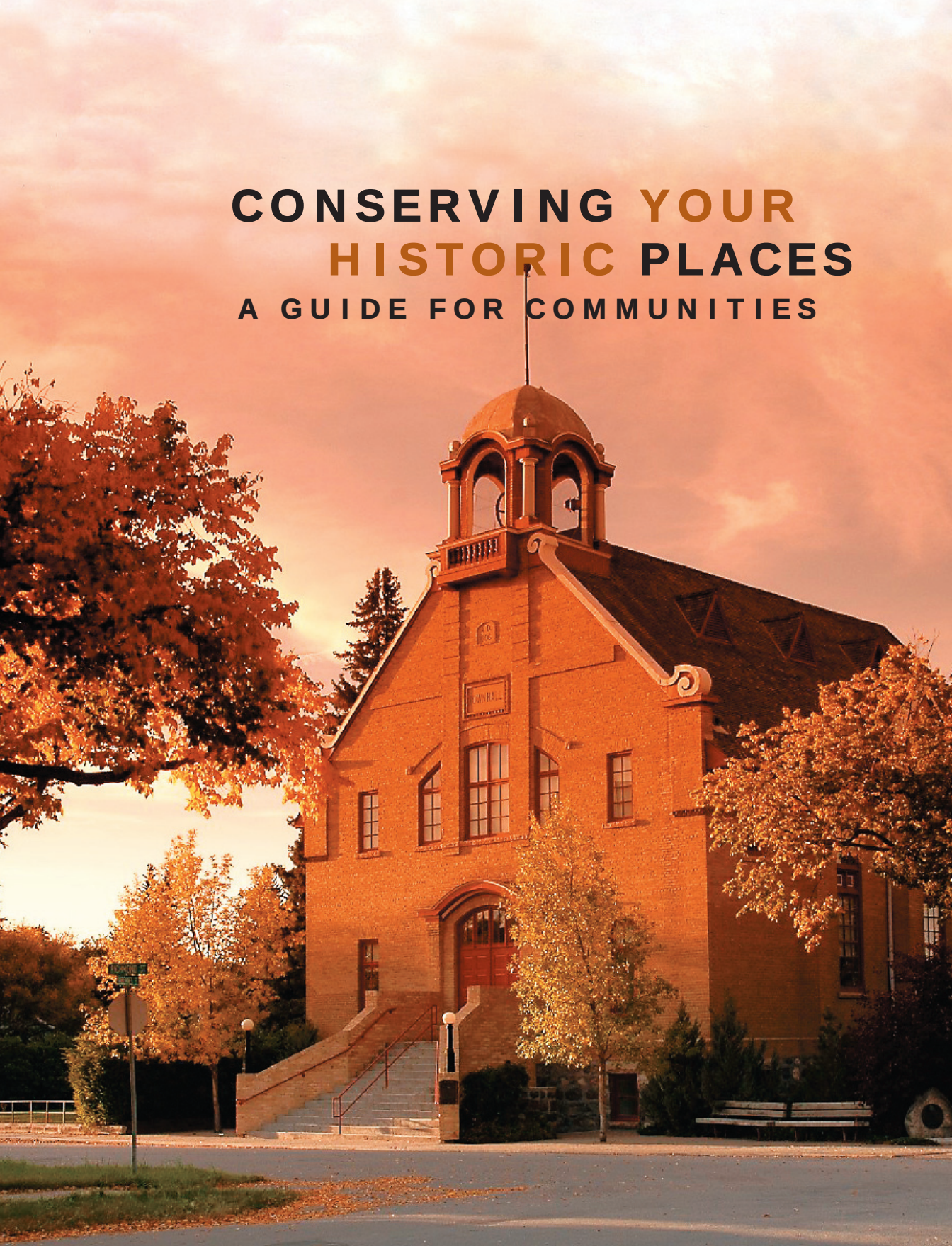
CONSERVING YOUR HISTORIC PLACES

A GUIDE FOR COMMUNITIES



Saskatchewan!

Canada's Historic Places | Lieux patrimoniaux du Canada

This guide was published by the Heritage Resources Branch of Saskatchewan Culture, Youth and Recreation. It is designed to help municipal councils, municipal staff, and municipal heritage committees understand the heritage conservation process in Saskatchewan.

The processes and planning suggestions outlined in this guide are not provided as a template. Instead, they should be adapted to meet local needs, circumstances, priorities and resources.

COVER: WOLSELEY TOWN HALL/OPERA HOUSE
Government of Saskatchewan, Fehr, 2004

Heritage Resources Branch
Saskatchewan Culture, Youth and Recreation
2007

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The Historic Places Initiative

In 1999, the Government of Canada began the development of a nation-wide program to help recognize and conserve Canada's historic places. What emerged was a partnership with the provinces and territories called the Historic Places Initiative.

The program features two key tools. **The Canadian Register of Historic Places** (CRHP) is an on-line listing of formally recognized historic places across Canada. When completed, the CRHP will feature detailed information on over 17,000 historic places, including more than 800 from Saskatchewan.

The second tool, **the *Standards and Guidelines for the Conservation of Historic Places in Canada*** is a national benchmark of conservation principles and practices to safeguard our historic places and reintegrate them in community life.

These tools, along with information about conservation activities taking place across Canada, can be accessed on the Historic Places Initiative website located at

www.historicplaces.ca

Canada's Historic Places | Lieux patrimoniaux du Canada

INTRODUCTION

Government of Saskatchewan, Thomas, 2004

"The small white church with tall steeple standing on the grid road just west of town"

"The bank building on the corner of Main Street and Railway Avenue"

Government of Saskatchewan, Bisson, 2004

Government of Saskatchewan, Korvemaker, 1992

"The stone effigies in the community pasture"

These are familiar places in Saskatchewan that evoke pride, nostalgia and a sense of identity. For these reasons, and others, people across the province are doing what they can to ensure that historic places such as these are here today and in the future.

This guide is written by the Heritage Resources Branch of Saskatchewan Culture, Youth and Recreation for community leaders and officials who are involved with, or would like to be involved with, identifying, managing, protecting or promoting historic places in their community. These activities can all be part of the heritage conservation process and this guide features ideas and suggestions for how communities can organize resources and develop policies and bylaws that will support heritage conservation in their area.

What is a Historic Place?

The spirit and character of our province is largely defined by its unique history and heritage. All around us, historic places tell the story of the land and the people, and the building of communities. Historic places reflect our collective history, define the very places where we live and work, and help us to better understand ourselves. More than reminders of our collective past, historic places have social, economic, educational, and other values that are vital to our present and future generations.

Historic places are places that we value for their association with the past. They include:

- places that are valued for their association with past peoples or events of significance;
- places that are important for their architecture, craftsmanship, or contribution to the local landscape;
- places that are valued for the scientific information they reveal; and
- places that hold particular cultural or spiritual meaning.

Saskatchewan historic places are many and varied. They include palaeontological sites, ancient camps and hunting sites, ceremonial places, fur trade posts, town halls, schools, homes, barns, warehouses, and parks. Some of these places are small, occupying only a few square metres, while others are many hectares in size. What they have in common is that members of a community consider them to have heritage value.

What is Heritage Conservation?

Heritage conservation is the ongoing management of a historic place in order to protect its heritage values for future generations. This involves protecting it from damage, doing regular maintenance, undertaking repairs in appropriate ways, and finding uses that are compatible with its heritage values. It can also involve safeguarding non-physical elements such as cultural and spiritual values and traditional knowledge which people associate with a place.

OCTAGONAL BUILDING, PRINCE ALBERT
Government of Saskatchewan, Bisson, 2003

The particular actions and approaches taken towards conserving a historic place can be many. However, they should lead to and support one or more of three general categories of conservation treatments: **Preservation**, **Rehabilitation** and/or **Restoration**.

- Preservation involves protecting, maintaining and stabilizing the existing form, materials and integrity of the place.
- Rehabilitation involves the sensitive adaptation of all or part of a historic place for contemporary use through repair, alteration and/or addition.
- Restoration involves revealing, recovering or representing the state of all or part of a historic place as it appeared at a particular point in time.

These terms will be used throughout this document and more information on conservation approaches will be found in later sections.

Why Should Historic Places be Protected and Conserved?

Conserving a historic place helps to preserve its cultural, historical, economic, aesthetic, scientific, and/or environmental value. A community may also want to conserve historic places because they:

- provide a tangible link to the past;
- create tourism opportunities by providing interesting architectural and educational destinations for visitors to the community;
- contribute to the environmental sustainability of communities by using existing buildings;
- serve as visual reminders of community history;
- offer developers attractively located and architecturally interesting properties which can be re-used; and
- create an attractive environment where people want to live.

LAW OFFICE BUILDING, ARCOLA
Government of Saskatchewan, Dawson, 2002

BANK OF COMMERCE, NOKOMIS
Government of Saskatchewan, Korvemaker, 1986

How do Historic Places Benefit the Community?

Extensive research has shown that heritage conservation has social, economic, and environmental benefits for communities. For example:

Heritage conservation creates jobs close to home.
Conservation activities create jobs in skilled labour, architectural design and engineering, as well as spin-off work in retail sales, transportation and the supply of construction materials. The ongoing conservation of historic places will ensure a continued demand for these skills and services.

Heritage conservation enhances property values.
An Ontario study found that 59 percent of designated heritage properties had higher than average property values and 15 percent had the property value equal to the average when compared to similar property types in the community.

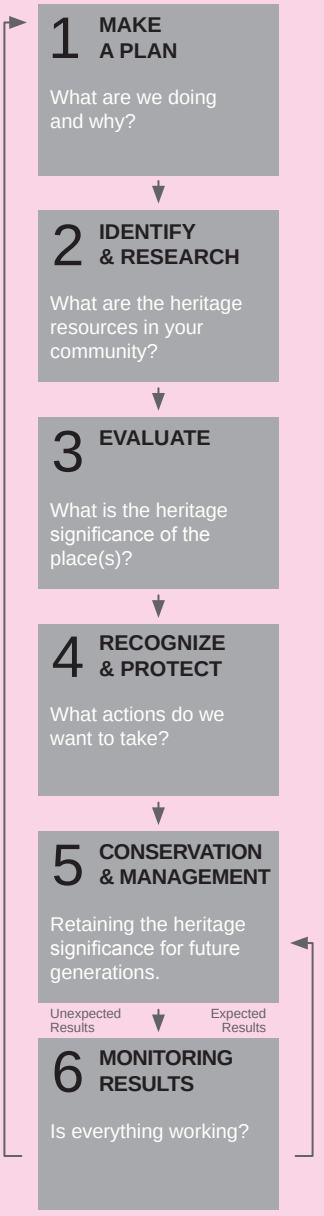
Heritage conservation means tourist dollars for communities.
Heritage tourists spend 60 percent more and stay 60 percent longer than non-heritage tourists. They also do more shopping and often include multiple destinations on their trips.

Heritage conservation reduces waste and greenhouse gas emissions.
Reusing a building makes use of the resources and non-renewable energy that went into constructing and maintaining it. This "embodied energy" is lost when a building is destroyed, and must be replaced with more non-renewable resources. As well, the reuse of buildings reduces greenhouse gas emissions produced during the demolition and reconstruction process.

Heritage conservation can save municipalities money.
Demolished buildings fill a substantial portion of municipal landfills, contributing to shortened lifecycles of landfill facilities.

THE PROCESS OF COMMUNITY

Heritage Conservation



Heritage conservation generates money for local governments.
The higher real estate value for historic places can also mean higher assessed values for properties. As well, most heritage buildings are located in neighbourhoods where expensive infrastructure, such as roads and utility services, already exist.

Heritage conservation improves neighbourhood liveability.
Heritage conservation make neighbourhoods more attractive, increases pedestrian traffic, encourages business development, sparks community activities and reduces crime.

Heritage conservation contributes to the quality of life of a community.
Well-maintained historic buildings, streetscapes and landscapes contribute to safe and comfortable neighbourhoods and foster local identity and pride. They also offer the opportunity to study and appreciate the people, events and innovation that are part of the history of the community.

How Can This Guide Help?

This guide will help you identify, recognize and conserve historic places in Saskatchewan. You may already be aware of some of these, while others may be new. The ideas are not intended to be a set of rules but, rather, a set of possible approaches and resources that can be adapted to meet your local needs and circumstances.

This section explains how to create a plan for your heritage conservation activities

What is a Heritage Resources Management Plan?

A Heritage Resources Management Plan (HRMP) is a key tool in undertaking conservation activities in your community. The HRMP outlines what the community hopes to accomplish, the activities or projects that will be undertaken and who will be involved.

The plan does not have to be large nor complicated. It can focus on a single idea or project and be summarized in a short statement which outlines a goal, objective, and the action taken to reach the objective. Where the project is larger or more complex, the plan may have a number of goals and objectives as well as several actions that should be completed. The plan may also provide links to other planning documents, proposed or confirmed partners and budgets. What is most important is that the plan reflects the needs and interests of the community and contains enough information to guide the heritage conservation activity.

IDEA

Think Small

Not every heritage activity and plan has to be a large, complicated and time-consuming exercise. Small projects, focused on one idea or particular historic place, are often the best way to go. So if many ideas and projects have been suggested, consider approaching them individually rather than trying to incorporate them all into one plan.

Why is a Plan Needed?

Whether your community has been involved in heritage activities for many years or is just beginning, an HRMP is an extremely useful tool for your council, staff and/or volunteers. The following are reasons to have an HRMP:

- **Clear statement of purpose**. A plan clearly communicates your visions and ideas about heritage conservation to the community. This is useful when trying to build support and partnerships for your projects.
- **Accountability**. A plan helps justify the investment of dollars, time, and other resources in heritage conservation.

CANADIAN IMPERIAL BANK OF COMMERCE, WATSON
Government of Saskatchewan, Flaman, 2004

IDEA

Heritage and the community planning process

Under the *Planning and Development Act*, municipalities are encouraged to adopt a community plan. This is a useful document which guides land use, environmental and economic development activities. The planning guidelines also permit municipalities to include objectives and policies related to heritage conservation in their community plan, particularly where they feel future developments may impact heritage resources that are significant. In some cases, it may be appropriate to include the Heritage Resource Management Plan in the community plan. For more information on policy plans and the *Planning and Development Act*, visit the Government Relations website at: www.municipal.gov.sk.ca/div/cpb/policyplan.html.

- **Succession planning.** The plan will help explain past actions and public expectations to new employees, elected officials and community volunteers.
- **Identify "fit" with other projects/plans**. The plan will help communicate the community heritage goals to others working at the local, regional or provincial level whose projects and plans may overlap with the community's heritage activities.
- **Identify legal requirements**. The planning process should help identify regulatory or legal requirements which may need to be fulfilled for some projects.
- **Fundraising and grant applications**. Projects with clearly-identified plans are more appealing to donors and partners and most funding agencies require a project plan to accompany applications for grants.
- **Measuring results**. Outlining your goals and objectives at the outset of the project makes it easier to measure your progress.

While having an HRMP does not guarantee that you will not encounter some difficulties, it will help keep projects on track and running smoothly.

Developing a Plan

There are six steps to consider in developing a Heritage Resources Management Plan, including:

1. Set Goals and Objectives

No matter how large or small the project, an important first step is to establish **goals** for what the community wants to accomplish. The goals articulate the desired outcomes and scope of work. Goals can be both short- and long-term, but should reflect the community's vision for heritage resource conservation.

Your project may have one or more goals. When setting goals, the two main questions to consider are:

1. *What do you want to do?*
2. *Why do you want to do it?*

Objectives are the specific results to be achieved in a specified period of time in support of the goals. Objectives are clear, concise statements that outline what is to be completed. They may be measured directly or indirectly in relation to the activities. There may be only one objective for each goal or there may be several.

The more detailed the goals and objectives are, the easier it is to integrate the HRMP with other development initiatives in the community, both inside and outside of local government. This is important where local zoning and development plans may not be compatible with the projects identified in the HRMP.

2. Identify Who Has an Interest

A good plan will also help build partnerships with community interest groups whose goals and objectives are similar to or overlap with those in the heritage management plan. The range of people, organizations and businesses in your community or region who have an interest in your plan may include:

- property and business owners
- municipal council
- ethnic and religious organizations
- service clubs
- tourism and economic development associations
- property developers
- heritage groups

TOOLS FOR YOU

Municipal Heritage Advisory Committees

One way to involve the community is to establish a Municipal Heritage Advisory Committee (MHAC). A MHAC is a standing committee appointed by the municipal council to advise and assist council on matters relating to the recognition, conservation, and promotion of historic places in the community.

Some of the benefits of an MHAC include:

- access to community-based experts to help identify and evaluate historic places;
- assistance with developing Heritage Resource Management Plans;
- assistance in preparing formal heritage property designation bylaws;
- assistance in developing appropriate criteria for heritage designation;
- access to advice on conserving and maintaining heritage structures; and
- assistance in planning and implementing projects to commemorate or celebrate historic places.

SASKATCHEWAN WHEAT POOL ELEVATOR, HEPBURN
Government of Saskatchewan, Flaman, 2003

IDEA

Establishing Baseline Conditions

Document the baseline conditions in your community at the start of the project. This will make it easier to measure the impact of your work. Some conditions you may want to measure include:

- Number of recently-designated properties
- Number of historic places being demolished
- Number of conservation projects being undertaken
- Number of tourists visiting the community
- Community attitude towards conservation

3. Set Actions

For each objective, the plan should identify specific actions that will help the community to achieve the objective(s) that have been established.

4. Determine Priorities

To make the best use of your available resources, decide which objectives and actions will be your priorities. Questions to consider when making this choice include:

- Which objectives and actions are likely to be the most effective?
- How much support do you have?
- What skills and resources are available to you?
- How much time do you have?
- Which actions may help to build more support or gain additional resources?

5. Set Time Lines

Once the priorities have been set for all actions within the plan, time lines should be established. This will help ensure tasks are completed in logical order, resources are organized efficiently, and that progress can be easily monitored.

6. Write it Down

When all the details of the plan are worked out, they should be formalized in a written document. In addition to the details related to Steps 1-5, you many also want to include information on some base-line conditions in the community so that the purpose and impact of your plan can be measured (see sidebar). Once the entire plan is documented, it becomes easier to share the plan with funding agencies, potential partners and others interested parties.

SWIFT CURRENT COURT HOUSE, SWIFT CURRENT
Government of Saskatchewan, Flaman, 2006

KERROBERT LIBRARY, KERROBERT
Government of Saskatchewan, Thome, 2004

TOOLS FOR YOU

The Heritage Property Act

Enacted in 1980, *Heritage Property Act* (the Act) is Saskatchewan's primary legislation for the promotion, protection and conservation of historic places in the province. The Act gives municipalities the power to promote and protect local heritage property. These powers include the ability to:

- Pass bylaws to designate places as Municipal Heritage Property Regulate changes to places designated as Municipal Heritage Property;
- Create Municipal Heritage Advisory Committees to advise and assist council on matters of heritage property designation and regulation;
- Institute further regulations or financial incentives pertaining to heritage conservation.

Copies of the Act can be downloaded from the Queen's Printer website at www.qp.gov.sk.ca/

KENNELL ANGLICAN CHURCH, RM OF LUMSDEN
Government of Saskatchewan, Korvemaker, 2006

A Planning Example

The Idea or Concern

The community wants to recognize those people who contributed to the community's early development because the stories and accomplishments of these people are being lost.

1. Set Goals and Objectives

Goal

People in our community are aware of and appreciate the contributions of families and individuals who settled and built our community in the years prior to 1940.

Objectives

A. Identify the families who made significant contributions to the development of the community in the pre-1940 period.

B. Create an inventory of all pre-1940 buildings in the community.

C. Document which of the community's surviving pre-1940 buildings were associated with the prominent families.

D. Increase public awareness of existing buildings that have associations with the community's founders and provide for their protection and conservation.

E. Achieve designation of the place(s) as a Municipal or Provincial Heritage Property.

2. Identify Who Has an Interest

- Descendents of the early settlers
- The local heritage groups
- Those churches and service clubs which have been in the community since that time
- The current owners of the older buildings in the community. This will include both home and business owners
- The local newspaper (for helping to promote awareness)

3. Set Actions

Objective A

- Consult pre-1940 business directories to identify business owners.
- Examine the membership records of service clubs to identify individuals in leadership roles.
- Interview the community's long-time residents.
- Read newspapers of the period.
- Consult community history books.

Objective B

- Apply for funding to conduct a survey of the community's buildings.
- Identify and document buildings older than 1940.
- Examine municipal tax rolls and building permits to confirm the age of the buildings.
- Set up a partnership with the local high school to get students involved in conducting the survey.

Objective C

- Consult current building owners.
- Examine municipal records related to the buildings (ie. tax rolls).
- Complete historical Land Titles searches.

Objective D

- Write articles for local newspapers about the project.
- Erect plaques at the buildings summarizing the history and contributions of the people who lived and/or worked in them.
- Meet with regional planning authorities to determine whether protection options exist under a regional plan.
- Have council designate the buildings as Municipal Heritage Properties.
- Consider implementing a financial incentive program to encourage re-use of the building, including asking for advice from officials in communities that have heritage conservation incentive programs.

Objective E

- Contact the Heritage Resources Branch to find out the process for designating a heritage property.
- Discuss the idea of designation with the property owner and other people or groups in the community.
- Complete the research and legal documents required to designate a heritage property

4. Determine Priorities

- Promote the project in the newspaper and stage a community meeting to announce the project. This will let people know what is going on and maybe get some volunteers to help with the work.
- Complete the inventory of pre-1940 buildings and then do research to see who lived and/or worked in them.
- Evaluate the places in the inventory to find out which are the most significant because of their association with pre-1940 residents and events.
- Choose property(s) to designate as Municipal Heritage Property(s).
- Make the public aware of places by posting the inventory on the municipality website.

5. Set Time Lines

1. The newspaper ad will run on May 5 and the community meeting will be held on the 15th.
2. The inventory of pre-1940 buildings will start June 1 and be completed September 30th.
3. From October to February, the committee will evaluate places in the inventory to determine which places are significant. They will then make a recommendation to council on the places which should be designated
4. In March, the recommendation will be made to council.

STEP 2: IDENTIFYING HISTORIC PLACES

This section provides guidance on identifying the historic places that you find in your community

EXAMPLES

Our communities are filled with a diversity of potential historic places, including:

Buildings & Structures

Government of Saskatchewan, Brett Quiring, 2004

This former post office in Whitewood was erected as part of a federal program to construct government buildings as a way to employ people during the Depression.

Heritage Landscapes

Government of Saskatchewan, Kyle Zelmer, 1991

The formal gardens in front of the Legislative Building in Regina reflect the City is Beautiful master plan for the building's grounds, as designed by Frederick Todd and Thomas Mawson between 1906 and 1913.

Identifying Historic Places

Most Heritage Resource Management Plans will be focused on buildings, structures, landscapes or other places in the community. For some projects, you will already know the place or places which are of interest and may already have begun researching them. In these cases, you may want to move directly to Step 3 - Evaluating Places. However, in many cases, it is not known which places may fit with the plan or even exist in the community. In these situations, the next step should be to identify the potential historic places in the community.

Identifying the potential historic places in your community is an important step in developing a HRMP. A place cannot be conserved or otherwise included in the plan if no one is aware of its presence or its significance. One way to do this is to complete a community heritage survey.

Completing a Survey

Completing a survey of potential historic places in a community involves creating a list of those places that reflect the goals and objectives of the HRMP.

By completing a survey, the community is creating a baseline of basic, relevant information about each potential historic place. This can be achieved by:

- conducting a tour of the community to identify potential historic places;
- taking pictures of the place(s);
- recording the location of the place (address, legal land description, etc.);
- recording the current use and owners of the place;
- studying municipal records or newspapers to find out the age of places or who is associated with them; and
- Talking to people in the community.

The detail and extent of the survey can be broad or narrow, depending on the scope of the HRMP and available resources. Small surveys can be completed by one or two individuals in an afternoon, while more detailed surveys may take several months and require the assistance of heritage professionals.

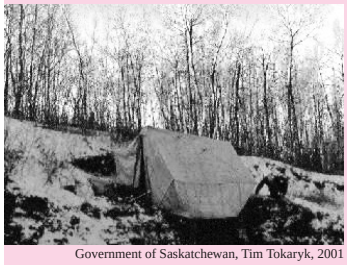
Surveys also offer great opportunities to get volunteers involved with the project as either information collectors, organizers or sources of information. They are also a good opportunity to build community awareness and interest in your heritage project.

Archaeological Sites

Government of Saskatchewan, Marvin Thomas, 2005

The Tillet Hills near Ponteix feature a number of archaeological resources which illustrate pre-contact settlement patterns in a particular locality of the Northern Plains.

Palaeontological Sites



Government of Saskatchewan, Tim Tokaryk, 2001

Fossils collected from the Pasquia Palaeontological site represent the best record in Canada of vertebrate marine life from the period 92 to 95 million years ago.

Traditional and Sacred Use Areas

Government of Saskatchewan, 1995.

The Herschel Petroglyph/Tipi Ring site features petroglyphs which are associated with Siouan speakers and bison ceremonialism, and express the esoteric aspects of precontact bison hunting.

STEP 3: EVALUATING PLACES

This section provides guidance on how to determine and explain the heritage significance of your historic places

TERM

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."

Why Evaluate?

Once potential historic places have been identified, the next step is to evaluate their heritage significance. There are several reasons why it is necessary to evaluate a historic place.

- To develop clear statements or reasons why the place is significant to the community. Such statements will be important when it comes to recognizing and promoting the place, or explaining why it has been chosen to receive a tax abatement or other incentive
- To provide critical information necessary to make sound decisions about future uses for, and physical changes to, the historic place
- To determine if and how the historic place fits within the goals and objectives of the HRMP.

When evaluating a property, remember that a place can hold more than one value at the same time. As well, not all values need necessarily represent the same time period. For example, a place may be important because it has intricate architectural details used in the late-nineteenth century (Aesthetic Value), served as an important community gathering centre during the 1930s (Cultural and Spiritual Value) and later became the office for a respected local politician (Historical Value). If all of these are significant to the community, then all these values should be identified and explained.

Evaluating With Heritage Values

The goal of evaluation is to understand and articulate the heritage value of the historic place (see sidebar). While there are many different methods for evaluating historic places, many often refer to the following kinds of heritage values:

1. **Historical Value**
2. **Cultural and Spiritual Value**
3. **Architectural Value**
4. **Scientific Value**
5. **Aesthetic Value**

MCNAUGHTON BUILDING, MOOSOMIN
Government of Saskatchewan, Flaman, 2005

1. Historical Value

The historical value of a place is based on its association with people, events, places or themes that are important in the history and development of the community.

The heritage value of the McNaughton Building lies in its status as one of the oldest commercial buildings in Saskatchewan and in its association with the McNaughton family. Constructed between 1886 and 1892 by R.D. McNaughton as a retail and wholesale store, the building served as the main wholesale supplier for retailers across southeast Saskatchewan until 1956 and today is one of only a handful of remaining pre-1890 commercial buildings in the province.

THE CHARLOW (SHILOH) BAPTIST CHURCH
Government of Saskatchewan, Bisson, 2004

2. Cultural and Spiritual Value

Places that contribute to a community's identity and social cohesion, or those that express a community's traditional way of life, are considered to have cultural value. Places have spiritual value when they reflect a community's religious, ritual and ceremonial beliefs and practices.

The heritage value of The Charlow (Shiloh) Baptist Church and Cemetery resides in its association with the first Black community in Saskatchewan. In search of a life free from segregation and racism, in 1910 about 12 families from a small Black Baptist congregation in Oklahoma arrived in Saskatchewan and settled in the Eldon district. In 1912, they constructed their one-room log church, which they named Shiloh Baptist Church. The only log church built by Black pioneers in Saskatchewan, the church was the focal point of community life and a vital social and religious centre for the close-knit Shiloh community and remained in active use until the mid-1940s, by which time the community had largely moved away.

BALFOUR APARTMENTS, REGINA
Government of Saskatchewan, Fehr, 2004

3. Architectural Value

Buildings and structures that exemplify or reflect an important style or technology, and those that are associated with innovation or achievement in creative design and structural excellence, maybe considered to have architectural value.

The heritage value of the Balfour Apartments lies in its architecture. This property is noted for its elegant front courtyard and its brick and stone construction, which features brick banding and carved limestone details. Colour is used as the main decorative tool on the seventh storey, where alternating courses of red and light buff Claybank brick create broad stripes in Moorish fashion. As suited to a fashionable address such as the Balfour, interior layout and architectural elements project an elegant atmosphere in the public areas. The stairs, wide corridors and large entry lounge are typical of this elegance, featuring elaborate chandeliers and textured plaster walls referred to as "art plaster." Designed by Van Egmond and Storey, a prominent Saskatchewan architectural firm, the Balfour Apartments was the largest and tallest apartment building in Saskatchewan from the time of its construction in 1930 until the mid-1950s.

TILLET HILLS, RM OF AUVERGNE
Government of Saskatchewan, Thomas, 2004

4. Scientific Value

Places that, through scientific study, can further our understanding of the past have scientific value. Scientific value often applies to archaeological, palaeontological, or geological sites and objects.

The heritage value of the Tillet Hills sites lies in their ability to illustrate precontact settlement patterns in a particular locality of the Northern Plains. The concentration of tipi rings and other rock features along a short stretch of valley demonstrates the attractiveness of this type of landform for precontact habitation. The arrangements of the rock features show how individual campsites were organized and how the various camps were distributed across the local landscape. Some of the more elaborately constructed cairns may mark burials that reflect the mortuary practices of Saskatchewan's First People. Heritage value also resides in the scientific information the property's fossils reveal regarding the species and paleo-environments of Saskatchewan's Upper Cretaceous geologic period of approximately 70 million years ago.

KERROBERT COURT HOUSE, KERROBERT
Government of Saskatchewan, Thome, 2004

5. Aesthetic Value

Places that display exceptional or innovative craftsmanship, style, technical skill, quality of design and beauty may be considered to have aesthetic value. Aesthetically valuable places can include gardens or parks, buildings or structures, as well as groupings of buildings and structures within a larger landscape.

The heritage value of the Kerrobert Court House lies in its architecture. The building is one of a series of ten courthouses designed the Department of Public Works under the supervision of Maurice Sharon, Provincial Architect between 1916 and 1929. The Kerrobert Court House, the second of 10 designed by Sharon, is the first to demonstrate the transition from Beaux-Arts Classicism to a Colonial Revival style. Neo-Classicism is still evident in the columns and pediment surrounding the entrance, which displays the Ionic order. The emergence of Colonial Revivalism is apparent, however, in the pitched roof, the simplified façade, the moulding and the simplified decorative elements. The building is situated on a large landscaped lot in the centre of town, reflecting its status as an important public building. The Kerrobert Court House has become a symbol of Kerrobert itself.

Who Can Evaluate?

The heritage value of historic places can be assessed by community members, sometimes with the help of heritage professionals such as historians, architects, archaeologists, archivists and government heritage advisors. The participation of community members ensures that the knowledge and understanding of those people most closely connected with the place will be captured in the evaluation, and that the results of the evaluation will be shared within the community.

An evaluation is not an absolute statement of heritage value, but a judgement by an individual or group at a particular time. Thoughts about the value of the historic place will vary among people and over time. Therefore, it is important to be inclusive in the evaluation and to consider the many different reasons why a place is valued and the different perspective people may hold. It is also important to revisit the evaluation periodically to ensure the value statements still reflect the thoughts of the community.

TERM

Character-defining element

The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of a historic place, and which must be retained in order to preserve its heritage value.

What Should an Evaluation Include?

An evaluation of a historic place should include location information, reasons why it is considered to have heritage value and a list of heritage character-defining elements (see sidebar) of the place that needs to be maintained. In recent years, heritage professionals in Canada have begun using a Statement of Significance (SoS) to summarize the results of their evaluation.

The SoS is a one to two page document which has three sections:

Description: A two or three sentence overview of the key features of the place and its location.

Statement of Heritage Value: One or more paragraphs that identify and explain the heritage value(s) of the place. This is not meant to be an exhaustive history of the place, but rather a concise explanation of why it is considered significant.

Character-Defining Elements: A listing of those physical elements of the place in which the heritage value resides and which must be conserved in order to maintain the property's heritage value. Describing character-defining elements is essential for proper regulation and conservation of historic places.

See the following page for an example of a Statement of Significance for a designated heritage property in Saskatchewan. For more examples, please visit the Canadian Register of Historic Places at www.historicplaces.ca.

EXAMPLE

Statement of Significance

Government of Saskatchewan, Marvin Thomas, 2005

Name of Historic Place: Souris Valley Church,

Location: Laurier: RM 38

Description of Historic Place:
Souris Valley Church is a Municipal Heritage Property occupying a 4-ha parcel of land in the Rural Municipality of Laurier No. 38, approximately 12 km southeast of the Town of Radville. The property features a wood-frame church built in 1907 and its cemetery, both situated on a grassy parcel of land surrounded by cultivated fields.

Heritage Value:
The heritage value of Souris Valley Church resides in its long-standing role as a place of worship and gathering place for the local farming community. At the turn of the twentieth century, one of the first concerns of the district's mainly French-Catholic homesteaders was the establishment of their religious institutions and the building of a church. In the earliest days of settlement in the area, travelling missionaries celebrated Mass in people's homes. By 1907, St. Germaine Parish of the Archdiocese of St. Boniface had been created as the first Catholic parish in this region of southern Saskatchewan. In that year, the parishioners built St. Germaine Church, as it was originally named, on land that had been donated by a local farmer and blessed by Bishop Langevin of St. Boniface. The church, and a store, school, and post office, formed the nucleus of a short-lived settlement called "Souris Valley."

For over six decades, the church served the local congregation's spiritual needs and provided a venue for numerous social gatherings. Since its closure in 1970, due to declining membership, the church and grounds have continued to be used for occasional weddings, community club meetings, ball games, picnics and reunions. The cemetery also remains in use. Still valued as an important landmark and last vestige of the Souris Valley settlement, the building, cemetery and grounds are maintained by a community organization formed expressly to care for the property.

Further heritage value lies in the church's representative architecture. The church's simple rectangular plan, gable roof, centrally-positioned bell tower, pointed-arch windows and modest interior are typical of many rural churches found in the province.

Character-Defining Elements:
The heritage value of Souris Valley Church resides in the following character-defining elements:
- elements that reflect the property's religious function and are representative of Saskatchewan's small rural churches of the period, including the building's simple rectangular form, gable roof, light-hued exterior walls, Gothic-inspired pointed-arch windows and window tracery, the centrally-placed bell tower surmounted by an open belfry with balustrade and cross; and interior elements such as the hardwood flooring, the v-joint fir walls and vaulted ceiling, the slightly elevated sanctuary, and the choir loft and balconies with their wooden balustrades;
- elements that express the property's landmark status and long-standing connection to the community, including its location on its original site on a prominent rise of land; the open area of sports and picnic grounds demarcated from the surrounding grain fields; the churchyard cemetery with its interments, grave markers and monuments; and the church's original bell.

TOOLS
FOR YOU

Community Heritage Inventory

As part of the process of developing a Heritage Resource Management Plan, a community may want to consider creating a Community Heritage Inventory. The Community Heritage Inventory is a formal list of the places that the community values as significant to their heritage. Usually, the inventory will feature those places that were identified during the survey and found to possess heritage values important to the community.

A Community Heritage Inventory may be used as a promotional tool, or as the first step towards formal recognition of the places listed. The inventory also helps the community monitor proposed changes that could affect the heritage value of their historic places.

Where To Find Information for Evaluations: Conducting Research

Assessing the heritage value of a place involves understanding why people feel it is important. It also involves research to find evidence that supports claims for the place's significance. Information about historic places may be obtained from many sources, including:

- local history books
- newspapers
- municipal records
- photographs and picture collections
- maps and plans
- other books, articles and reports
- directories and gazetteers
- Land Titles
- interviews with property owners and/or other knowledgeable people
- physical inspection of properties

Places to find information include your local archives or the Saskatchewan Archives Board, the Information Services Corporation (for Land Titles), museums and libraries, the municipal office, church record centres and your local history group.

STAINED GLASS IN ST. THOMAS ANGLICAN CHURCH, RM OF SOUTH QU'APPELLE
Government of Saskatchewan, Bruce Dawson, 2004

STEP 4: RECOGNIZING AND PROTECTING HISTORIC PLACES

This section outlines the tools that communities can use to protect and conserve historic places

Recognizing Historic Places

Once identified and evaluated, the community may wish to recognize and protect its historic places. This section describes various methods of recognition and protection, and explains the key role that local governments play in this process.

Honorific Recognition

Honorific recognition enables a community to acknowledge the heritage value of a historic place but does not afford the historic place legal protection. Some ways of providing honorific recognition include:

- erecting a cairn, plaque or sign;
- listing the place in a brochure;
- including the place on a website; and
- presenting the property owner with an award or citation.

These actions are ways to communicate the heritage value of historic places, and can be organized by the local government, or by individuals or organizations. For example, the website for the City of Lloydminster features a photographic list of all the pre-1940 buildings in the community that were identified during a 1998 inventory.

Such recognition projects can stand alone, or can be integrated with tourism, economic or other promotional events taking place in the community.

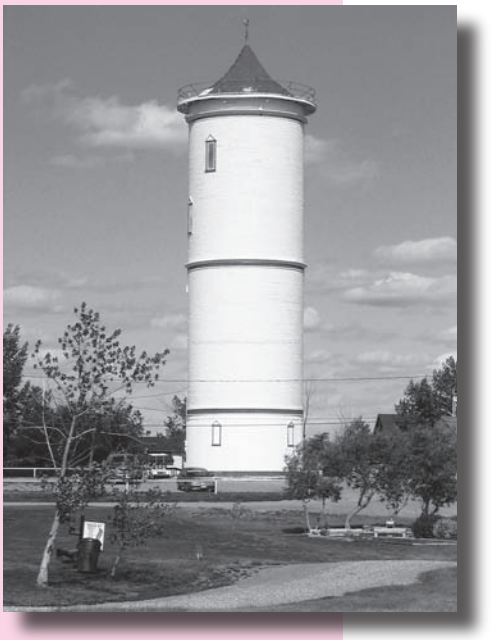
Several provincial and federal government agencies and (non-government) organizations that administer programs which provide honorific recognition of places in Saskatchewan include:

- Saskatchewan History and Folklore Society (Local Marker Program)
- Saskatchewan Environment (Historic Marker Program)
- Saskatchewan Agriculture and Food (Century Farm Program)
- Parks Canada (The National Historic Sites and Monuments Board of Canada Designation Program)

Formal Recognition and Legal Protection

The *Heritage Property Act* (the Act) provides for formal recognition and legal protection of historic places in Saskatchewan. Under S.11 of the Act, municipal governments are empowered to pass bylaws to designate places of local heritage significance as Municipal Heritage Property. Designation provides public recognition and legal protection to the place and promotes awareness of the place. Designation also gives the municipal council the authority to regulate alterations to historic places and, in some communities, confers eligibility for certain financial incentives.

Municipalities may also use other provincial statutes, like the *Planning and Development Act* to enact bylaws which afford protection to historic places through zoning and other regulatory tools.



KERROBERT WATER TOWER, KERROBERT
Government of Saskatchewan, Thome, 2004

How to Designate a Municipal Heritage Property

There are three steps to designating Municipal Heritage Property:

1. Request for Designation

Under the Act, any person can request a municipal council to consider a potential Municipal Heritage Property designation. Alternatively, the council may initiate a designation on its own. Municipalities, however, can set guidelines for how these requests are brought forward to council. For example, it may be that all requests for designation must be reviewed and recommended by a local advisory committee or Municipal Heritage Advisory Committee or that any property to be considered must be evaluated prior to consideration and a Statement of Significance is drafted.

2. Issuing a Notice of Intention to Designate

If council agrees that the property should be designated, then a Notice of Intention to Designate is drafted by council. The notice, which provides for a period of public review, must be:

- served on the property owner(s);
- published in a local newspaper;
- registered as an interest in the Land Titles Registry against all titles for the parcels of land included in the proposed designation; and
- a copy of the notice must be sent to the Heritage Resources Branch.

3. Passing a Bylaw

Thirty days after the Notice of Intention has been published, and providing there are no objections, council may pass a bylaw to designate Municipal Heritage Property. The bylaw must contain:

- the legal description and civic address of the property if applicable, and
- the reasons for designation.

After passing the bylaw, the council must:

- send a certified copy of the bylaw to the Heritage Resources Branch;
- serve a Notice of Designation on the property owner(s); and
- register an interest in the Land Titles Registry against all titles for the parcels of land included in the proposed bylaw.

The Act also requires that the municipality keep a register of all designated property in the municipality that includes:

- an accurate legal description of each property;
- the civic address, where applicable;
- names and addresses of registered owners; and
- the reasons for the designations.

Designation does not restrict the use of a property or obligate owners to open it to the public. However, it does require owners to seek council approval for alterations that are likely to affect the heritage character-defining elements of the property.

Tools for Municipalities Under the Heritage Property Act

The Act provides other tools to help municipalities conserve and protect their historic places, including:

ST. JOHN THE BAPTIST GREEK ORTHODOX CHURCH, RM OF GRANT
Government of Saskatchewan, Bisson, 2003

Municipal Heritage Advisory Committees
Under the Act (s.10), municipalities may establish Municipal Heritage Advisory Committees (MHAC) to advise and assist council with local heritage issues. These are volunteer committees made up of three of more members appointed by council. As well, two or more municipalities may cooperate to form a joint MHAC.

Municipal Heritage Advisory Committees assist council in exercising its powers under the Act and carrying out other heritage activities. For example, a MHAC may:

- Research and compile inventories of historic places
- Advise council on designation and alteration of heritage properties
- Assist in heritage planning
- Provide information and education
- Liaise between property owners and council

Incentive programs to support heritage conservation
The Act (s.28) also empowers a municipality to provide grants, loans, tax relief, or other forms of assistance to those individuals

or organizations which will assist in the development or appreciation of historic places.

Stop Orders and Deny Alteration Permits for potential heritage properties

Where council believes that someone is engaged in activities that are likely to result in damage or destruction to any historic place in the municipality, council may issue a temporary stop work order (s.29) or deny permits to alter or demolish the property (s.28). Both actions provide council 60 days to permit salvage, research or designation of the property.

Power to inspect and force repair

Council may also authorize entry and inspection of any designated property (s.34), order specific repairs to any designated property, and, where non-compliance with any such order has occurred, undertake the specified repairs. In doing so, the municipality may register an interest against the title until costs incurred by the municipality are recovered (s.31).

Provincial Heritage Property

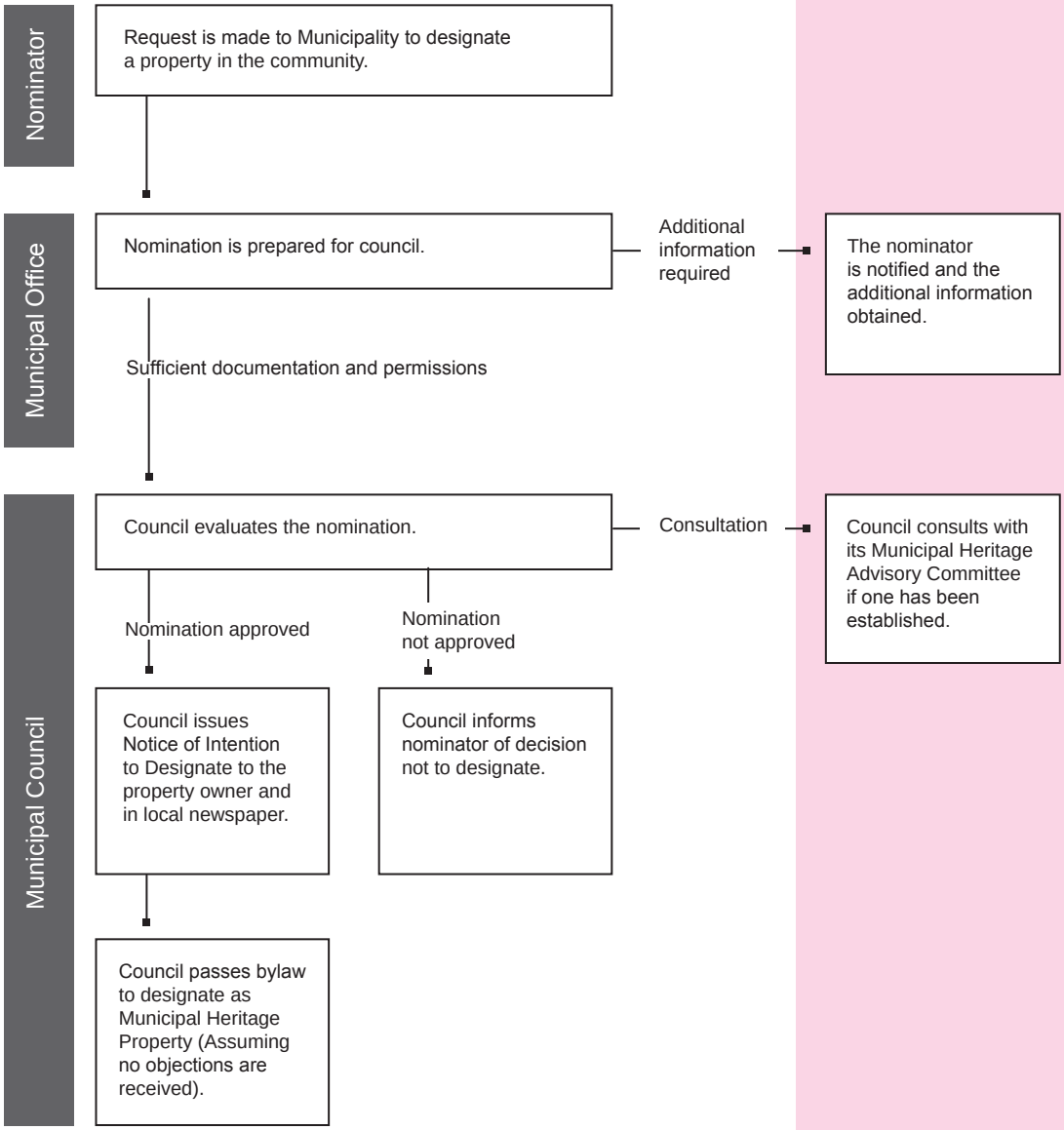
The Act also empowers the province to designate places as Provincial Heritage Property where the heritage value is deemed important to all Saskatchewanians. Nominations for provincial designations are reviewed by the Saskatchewan Heritage Advisory Board and properties are formally designated by Order of the Minister responsible for the Act. Provincial Heritage Property nominations can be submitted to the Advisory Board by any local government, community group, member of the public or the provincial government. A Provincial Heritage Property is afforded the same benefits and protection under the Act as a Municipal Heritage property. For more information on the Provincial Heritage Property Program, please visit our website at www.cyr.gov.sk.ca/heritage.html or contact our office.

DID YOU KNOW

The cities of Regina, Saskatoon and Yorkton have established tax abatement programs to support the conservation of designated heritage buildings in their communities

POPLAR GROVE UNITED CHURCH, RM OF KINGSLEY
Government of Saskatchewan, Quiring, 2004

Municipal Heritage Property Designation Process



This section provides an overview of strategies and tools that can be used to encourage good stewardship of historic places

DID YOU KNOW?

A recent survey of public opinion on heritage undertaken by the Museums Association of Saskatchewan found that almost 84 per cent of Saskatchewan residents think it is "very important" or "important" to preserve historic buildings and sites.

The same survey also found that Saskatchewan residents think municipal governments should place a priority on the preservation and promotion of heritage resources.

Local Government's Role

While much of the responsibility to conserve historic places falls to the property owner, local governments also play a significant role. Through regulating alterations to heritage properties, creating incentives to encourage conservation, and enacting zoning guidelines that support conservation, local governments can contribute to the success of a conservation project. Therefore, recommendations for policies and procedures that encourage and support conservation activities in the community should be included in the HRMP.

Regulation

A crucial component of a Heritage Resource Management Plans is to ensure that tools are in place to regulate changes to historic places in order to conserve character-defining elements. Without these regulations, much of the earlier work to identify and recognize these places will be for naught. Ways in which the municipal government can meet this regulatory role include:

Have clear bylaws and policies
Municipalities should have clear bylaws and policies that outline how the municipality will receive and review applications to make changes to historic places and what criteria will be used when deciding whether or not to approve an application. The *Standards and Guidelines for the Conservation of Historic Places in Canada* (see sidebar) is a key resource that will help regulators decide whether proposed alterations to historic places are appropriate. Inherent in the document are concepts of minimal intervention and finding a compatible use for historic places.

Consider code equivalencies
Work with building inspectors and other code officials to find alternate solutions and building code equivalencies that will ensure public safety while also protecting character-defining elements.

Provide training for officials
Provide regulatory officials with training related to historic place conservation and obtain manuals and guide books which can be used by officials. For more information on training opportunities and resources related to heritage conservation, please visit our website at www.cyr.gov.sk.ca/heritage.html.

Zoning

Another effective way to encourage conservation is through the municipality's zoning regulations. Zoning can be used to achieve conservation by:

Establishing architectural control districts
S.84.2(1) of the *Planning and Development Act* enables municipalities to designated an area as an architectural control district. Under this provision, municipalities can guide the development in a manner that is sensitive to historic places within the district. For example, an architectural control may be established that encourages the restoration of historic façades in certain areas of the community.

Community Incentives

Conserving historic places can sometimes be expensive and time-consuming. Property owners may lack sufficient resources to undertake proper conservation, thereby putting the long-term viability of the historic place at risk. Local governments can contribute to and encourage heritage conservation through a number of direct contribution and cost reduction programs, including:

Tax abatement programs
Establish programs that provide tax exemptions to property owners who are undertaking conservation work on their heritage property. Both Regina and Saskatoon have established programs which provide multiple-year property tax exemptions for qualified projects.

TOOLS FOR YOU

The *Standards and Guidelines for the Conservation of Historic Places in Canada*

Local governments will find the *Standards and Guidelines for the Conservation of Historic Places in Canada* a useful tool in regulating alterations to historic properties. Developed as part of the Canada Historic Places Initiative, the Standards and Guidelines are the result of extensive consultations with heritage professionals from across the country.

The Standards and Guidelines offer sound, practical advice on how to assess conservation interventions in buildings, archaeological sites, landscapes and other structures. Featuring a "recommended" and "not recommended" approach, the Standards and Guidelines can easily be adapted to work with the community's existing regulatory guidelines and policies. For local governments in Saskatchewan, the Standards and Guidelines provides a nationally-recognized standard that can take some of the guess-work out of the regulatory process.

Copies of the Standards and Guidelines are available online at www.historicplaces.ca.

ST. THOMAS ANGLICAN CHURCH, RM OF SOUTH QU'APPELLE
Government of Saskatchewan, Dawson, 2005

Changing Building Use Regulations

Use zoning regulations to encourage the adaptive re-use of historic places and make sure that zoning allows all possible uses compatible with a historic place. For example, by implementing a mixed-use zoning plan, a community can promote its traditional commercial area as a viable residential neighbourhood. This allows heritage property owners the opportunity to adapt their buildings for both commercial and residential use, including perhaps rental housing, which is growing increasingly necessary in towns and cities.

Establish municipal research and conservation funds and grant programs
Establish programs that will provide full or partial funding to research projects and/or conservation work on historic places.

Conservation materials assistance
In conjunction with local merchants, set up a program whereby owners of historic places can receive basic conservation materials such as paint or lumber for reduced costs and/or at prices equivalent to the municipality's discount.

Building material and salvage program
Start a program to retrieve, store and distribute historic building materials from demolished properties for reuse in heritage conservation projects. Recycling building materials will not only reduce conservation costs by making hard-to-find materials more accessible, it will also significantly reduce the amount of landfill waste.

Permit fee reduction
Waive or reduce the permit fees related to conservation.

Provide access to municipal resources
Enable property owners to access municipal resources such as staff, equipment, records, manuals and guides to assist with the planning and/or completion of conservation projects.

TERMS

Preservation: The action or process of protecting, maintaining, and/or stabilizing the existing materials, forms, and integrity of a historic place, or of an individual component, while protecting its heritage value.

Rehabilitation: The action or process of making possible a continuing or compatible contemporary use for a historic place or an individual component, through repair, alteration and/or additions, while protecting its heritage value.

Restoration: The action or process of accurately revealing, recovering or representing the state of a historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

STEP 6: MEASURING PROGRESS

This section outlines some ways to evaluate the progress of your HRMP and assess its impact on the community

IDEA

Monitor Your Actions

Monitoring the progress of the actions outlined in the HRMP will help ensure the plan stays on track and provide insights and lessons that can be applied when designing and implementing future plans. Regular monitoring will help keep the project on schedule, and enable you to identify what is working well and where improvements or adjustments are needed.

Some questions to consider when monitoring the progress of your plan could include:

- Are timelines being met or not and why?
- Is the forecasted budget sufficient, or will further funds need to be secured?
- Have unforeseen concerns with any aspect of the plan come forward?
- Has the research been successful in finding the information needed, or will other information sources be required?
- Did the plan's stakeholder groups participate?

Measuring Success

Once you have identified the historic places and established procedures for protecting and conserving them, evaluating the progress and success of the HRMP becomes an equally important and ongoing step. The objective is to determine how well the stated goals and objectives are being accomplished, which involves monitoring, and to assess what impact the plan is having on the community.

Assessing the Impact of Plan on the Community

It is important to determine whether the HRMP is producing the anticipated results and community benefits. This will help assess the plan's value to the community and determine whether the expenditures of time and resources are justified. When conducting the assessment, the conditions that existed before the plan was implemented need to be known. This is why collecting some base-line information when drafting the HRMP (see sidebar on page 10) is important. Of course, it is also important to collect enough data to accurately measure the change that has occurred since the plan was initiated.

Assessing the impact of the HRMP on the community might involve looking at the following measures of progress:

1. **Overall heritage conservation and protection**
2. **Condition of historic places**
3. **Influence on stakeholders**
4. **Improved local resources and knowledge**
5. **Community perceptions**
6. **Economic benefits**

1. Overall Heritage Conservation and Protection

Determine whether more or fewer historic places in the community are being managed in ways that conserve their heritage values. These can include places:

- designated as Municipal Heritage Properties;
- listed in a community inventory;
- damaged or destroyed; and
- undergoing conservation treatments.

2. Condition of Historic Places

Measure the improvement in the condition of historic places by using indicators such as changes in the amount of vandalism, increased occupancy, and/or changes in the rate of erosion at places featuring natural landscapes.

3. Influence on Stakeholders

Measure the changing attitudes or behaviours of stakeholders such as property owners, developers and decision-makers. Possible measures include:

- willingness to consult with heritage organizations and interested individuals;
- interest in asking for advice on heritage matters;
- adopting improved heritage management practices;
- agreeing to pre-development heritage surveys; and
- incorporating heritage values into decision-making.

4. Improved Local Resources and Knowledge

Determine whether the level of local resources such as skills, knowledge and information about heritage has improved. Some measures include:

- The amount of heritage material in local libraries
- Interest from schools in incorporating historic places into their curriculum
- The number of groups interested in heritage or the number of people involved in heritage projects
- The number of avocational and professional practitioners of traditional construction skills

5. Community Perceptions

Monitor community perceptions about heritage to see whether they are changing. This can be done through public opinion surveys or by measuring shifts in:

- Participation in meetings and events related to historic places
- Local media interest in historic places
- Levels of support for proposals that will adversely affect well-known historic places

6. Economic Benefits

Determine if there has been any noticeable economic benefit to the community as a result of your actions. Measures to consider include:

- Number of jobs created
- Real estate value of properties
- Number of tourists
- Value of property assessment

This guide has outlined:

- the benefits of heritage conservation;
- ideas for developing heritage plans for your community;
- tips on how to identify and evaluate historic places; and
- several tools that can be used to recognize, conserve and protect your historic places.

As you begin to think about initiating heritage plans in your community, or enhancing your existing plan, remember that you are not alone. Communities across Saskatchewan are engaged in exciting and important activities related to heritage conservation. Together, we can leave a legacy of historic places for the enjoyment of future generations.

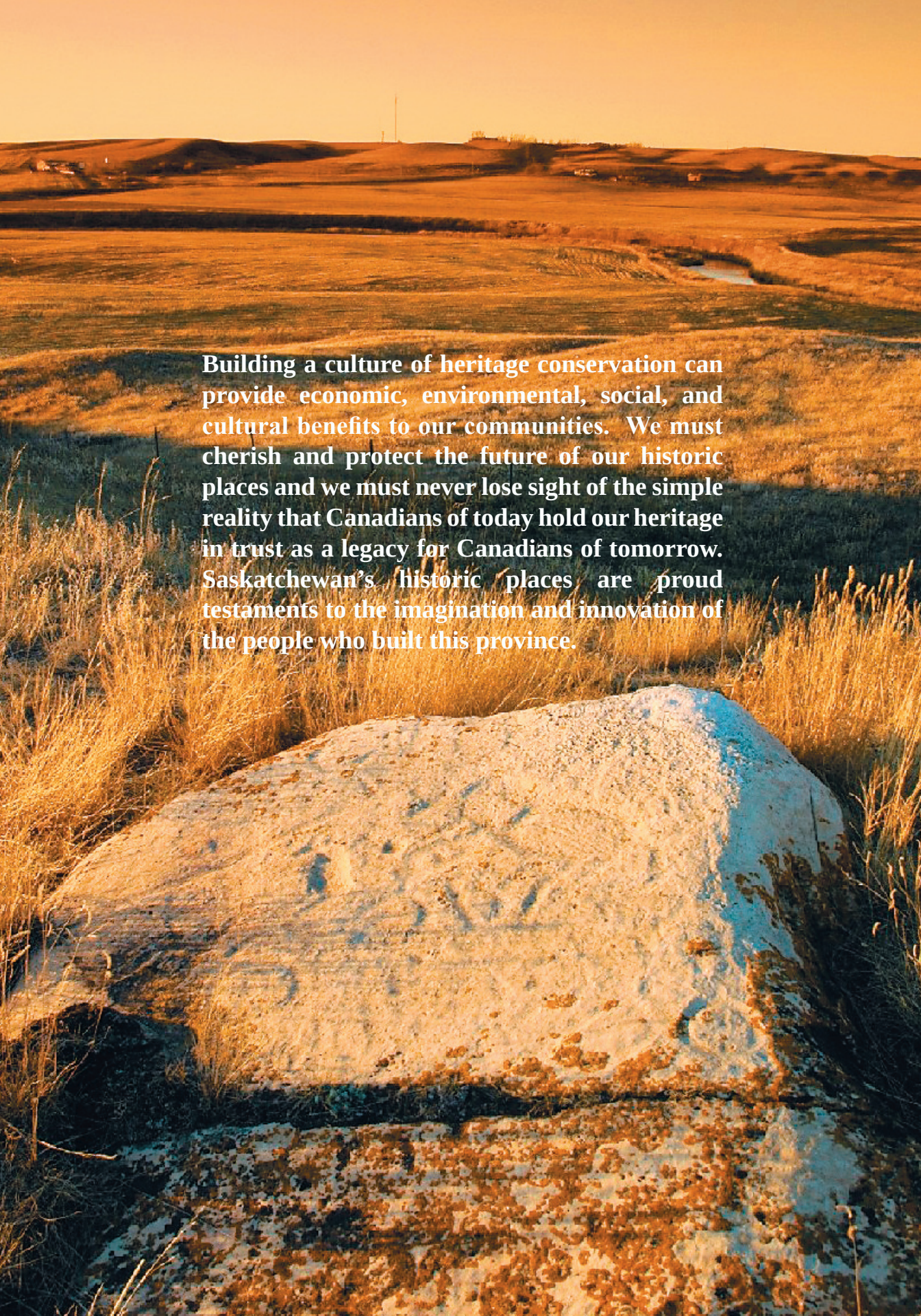
For more information on heritage planning in your community, please contact:

Heritage Resources Branch
Saskatchewan Culture, Youth and Recreation

9th Floor, 1919 Saskatchewan Drive
Regina, SK S4P 4H2
Phone : (306) 787-8600
e-mail : historicplaces@cyr.gov.sk.ca
website : http://www.cyr.gov.sk.ca/heritage.html

BACK COVER: SWIFT CURRENT CREEK PETROGLYPH BOULDER, NEAR SWIFT CURRENT

Government of Saskatchewan, Fehr, 2004



Building a culture of heritage conservation can provide economic, environmental, social, and cultural benefits to our communities. We must cherish and protect the future of our historic places and we must never lose sight of the simple reality that Canadians of today hold our heritage in trust as a legacy for Canadians of tomorrow. Saskatchewan's historic places are proud testaments to the imagination and innovation of the people who built this province.