

CITY OF SASKATOON COUNCIL POLICY

NUMBER

C10-020

POLICY TITLE <i>Civic Heritage Policy</i>	ADOPTED BY <i>City Council</i>	EFFECTIVE DATE <i>December 16, 1996</i>
		UPDATED TO <i>June 25, 2018</i>
ORIGIN/AUTHORITY <i>Planning and Operations Committee Reports 23-1996; 9-2010; 5-2014; Standing Policy Committee on Planning, Development and Community Services Reports Item 8.1.3 – May 24, 2016; Item 8.1.2 – March 26, 2018; and Governance and Priorities Committee Report Item 9.5.1 – June 25, 2018.</i>	CITY FILE NO. <i>CK. 710-0 X 710-1</i>	PAGE NUMBER <i>1 of 14</i>

1. PURPOSE

To support and facilitate the consideration, designation, conservation and management of Heritage Resources in a planned, selective and cost-feasible manner for the benefit of current and future generations of Saskatoon citizens and visitors.

2. DEFINITIONS

- 2.1 Built Heritage – means Heritage Resources comprised of physical objects and sites including buildings, properties, artifacts, landscapes, streetscapes, structures, monuments, installations or physical remains.
- 2.2 Built Heritage Database – means an inventory of Built Heritage that have been identified, based on specific criteria, to have Heritage Value.
- 2.3 Character-Defining Elements – means the materials, forms, location, spatial configurations, uses, and cultural associations or meanings that contribute to the Heritage Value of a historic place, which must be retained to preserve its Heritage Value.
- 2.4 Council – means the Council of The City of Saskatoon.
- 2.5 Cultural Landscape – means a landscape designed and created intentionally by man; an organically evolved landscape which may be a relict (or fossil) landscape or a continuing landscape; or an associative cultural landscape which may be valued because of the religious, artistic, or cultural associates of the natural element.

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- 2.6 Heritage Resource – means any resource, or group of resources, natural or cultural, tangible or intangible, that a community recognizes for its Heritage Value as a witness to history or memory.
- 2.7 Heritage Value – means the aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The Heritage Value of a Heritage Resource is embodied in its Character-Defining Elements.
- 2.8 Municipal Heritage Conservation District – means any group or area of Heritage Resources designated pursuant to *The Heritage Property Act*.
- 2.9 Municipal Heritage Property – means any Heritage Resource designated pursuant to *The Heritage Property Act*.
- 2.10 Natural Heritage – means a resource which has biological, ecological, geological or similar environmental or scientific significance, and/or an area where there is detectable archeological and paleontological evidence.
- 2.11 Planning, Development and Community Services Committee – means the Standing Policy Committee on Planning, Development and Community Services.
- 2.12 Preservation – means protecting, maintaining and stabilizing the existing form, material and integrity of a Heritage Resource while protecting its Heritage Value.
- 2.13 Rehabilitation – means the sensitive adaptation of a Heritage Resource for a continuing or compatible contemporary use, while protecting its Heritage Value.
- 2.14 Restoration – means accurately revealing, recovering or representing the state of a Heritage Resource as it appeared at a particular period in its history, while protecting its Heritage Value.

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2.15 Saskatoon Register of Historic Places (Register) – means a list of sites with qualities or characteristics that are recognized as having significant Heritage Value. Sites listed on the Register are federally, provincially or municipally designated or achieve the criterion to be eligible for Municipal Heritage Designation under the Heritage Conservation Program.

2.16 Total Eligible Costs – means all costs associated with Eligible Conservation Work as defined in Appendix “A” to this Policy.

3. OBJECTIVES

- 3.1 To identify and conserve Saskatoon’s Heritage Resources and recognize their importance in telling the story of Saskatoon.
- 3.2 To provide property owners of heritage buildings with incentives for successful conservation projects.
- 3.3 To create and maintain the Register to establish the list of sites which are deemed to have significant Heritage Value.

4. POLICY

The City has a key role to play in supporting and facilitating the conservation of Saskatoon’s Heritage Resources.

4.1 Heritage Inventory and Evaluation

The City will:

- a) Identify and document the City’s Heritage Resources through the development and maintenance of the Built Heritage Database.
- b) Create and maintain the Register. The Register will be updated regularly and will be accessible to the public. Monitoring of the sites listed on the Register will provide the opportunity for intervention to achieve better outcomes for heritage conservation.

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- c) Evaluate Heritage Resources considered for municipal designation using a consistent evaluation methodology to determine Heritage Value and Character-Defining Elements.
- d) Determine situations where immediate consideration should be given to the designation of any Heritage Resource if that Resource is threatened with demolition or adverse impacts which may affect its Heritage Value as outlined in *The Heritage Property Act*.

4.2 Conservation of Heritage Resources

The City will:

- a) Acknowledge that the conservation of Heritage Resources helps to achieve sustainability objectives including conservation of sites, neighbourhoods and infrastructure.
- b) Support the conservation of Heritage Resources through incentives provided to encourage property owners in the conservation of Heritage Properties.
- c) Offer both monetary and non-monetary incentives to Designated Municipal Heritage Properties for the preservation, rehabilitation and restoration of Character-Defining Elements as outlined in Section 5 of this Policy.

4.3 Education and Awareness

The City will:

- a) Support heightened awareness of the value and issues regarding conservation of Saskatoon's Heritage Resources.
- b) Provide information on the City's policies, processes and actions for the conservation of Heritage Resources.
- c) Promote and publicize the heritage of Saskatoon and provide support to partners who tell the Saskatoon story through both paper and digital formats and other related means.

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- d) Incorporate local history interpretive elements through plaques, public art and other opportunities as they present themselves in the public realm.

4.4 Neighbourhood Character and Heritage Conservation Districts

- a) Planning for the sustainable development of established neighbourhoods will be based on their historic identity to ensure that development in residential areas is compatible with existing form and character.
- b) Where possible, the City may establish Heritage Conservation Districts or areas of heritage interest to recognize, protect and enhance the character of distinct heritage areas in the City.

4.5 Conservation of Natural Heritage, Paleontological and Archaeological Sites

The City will:

- a) Identify and protect important ecosystems, other forms of Natural Heritage and paleontological and archaeological sites as part of the land development process.
- b) Implement the conservation of Natural Heritage and paleontological and archaeological sites consistent with Section 9.2 of the *Official Community Plan Bylaw No. 8769*.
- c) Work with provincial authorities to ensure the protection of archaeological sites.

4.6 Conservation of Cultural Landscapes

The City will:

- a) Recognize the valuable role Cultural Landscapes play in preserving the cultural identity of Saskatoon and will work to conserve them.
- b) Advance understanding and knowledge of Cultural Landscapes.

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- c) Work to achieve a balance between competing needs where pressures exist for change. The identification of Character-Defining Elements will play an important role in this. The City will involve other interested parties in the process as appropriate.

4.7 Artifacts

The City will:

- a) Identify, conserve and interpret artifacts that relate to its own history as a municipal government and to the history of the development of Saskatoon.
- b) Explore opportunities for permanent display of artifacts.

4.8 City Archives

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 an integrative approach.

4.9 The City as a Property Owner

The City will:

- a) Develop and implement a proactive heritage review and evaluation process which will identify City-owned heritage property at a time when the structure is still in use.
- b) Create conservation plans for City-owned heritage properties in accordance with the Standards and Guidelines for the Conservation of Historic Places in Canada, and based on the following principles: protect, manage, program and interpret.

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4.10 The Municipal Heritage Advisory Committee

The Municipal Heritage Advisory Committee has been established to advise Council on any matters arising from *The Heritage Property Act* or its regulations and on this Policy. The Committee's mandate is outlined in the Municipal Heritage Advisory Committee Terms of Reference, which is attached as Schedule "J" to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*.

4.11 Standards and Guidelines for the Conservation of Historic Places in Canada

Standards and Guidelines for the Conservation of Historic Places (Standards and Guidelines) in Canada provides advice to achieve good heritage conservation practice. The City will use the Standards and Guidelines as a benchmark to assess the conservation interventions proposed for Municipal Heritage Properties.

4.12 Heritage Impact Statements

The City may require developers of large scale projects that include or are adjacent to Heritage Resources to prepare a heritage impact statement (HIS) consisting of a study to evaluate the impact a development may have on the Heritage Resource and recommend options for conservation of the Resource.

4.13 City History

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

5. HERITAGE CONSERVATION PROGRAM INCENTIVES

5.1 General Eligibility Criteria

The City may offer financial and non-financial support to conservation projects involving Municipal Heritage Properties that meet the following criteria:

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- a) The project involves the Preservation, Rehabilitation or Restoration of Character-Defining Elements of the Heritage Resource as defined in a heritage designation bylaw.
- b) The project adheres to the Standards and Guidelines for the Conservation of Historic Places in Canada.
- c) The project has received approval from the City and the Municipal Heritage Advisory Committee, as required.

5.2 Financial Incentives for Taxable Properties

- a) Where the proposed conservation project generates an increase in the existing property taxes, the incentive shall be in the form of a tax abatement of 50 percent of the Total Eligible Costs.
- b) Where the proposed conservation project does not generate an increase in the existing property taxes, the incentive shall be in the form of a grant of 50 percent of the Total Eligible Costs.
- c) The maximum amount of the incentive is \$150,000. Additional funding may be approved at the discretion of Council.
- d) Applicants are required to enter into an agreement upon approval. The tax abatement or grant may be suspended or revoked if the property owner does not comply with the conditions of the grant or the tax abatement agreement.
- e) Incentives cannot exceed the amount of taxes in any current year. There will be no abatement of outstanding or current taxes.
- f) A property owner may make more than one application within a ten-year period provided that the total amount does not exceed \$150,000, and will be subject to availability of funds.
- g) Where the maximum of \$150,000 has been reached, applicants cannot apply for funding under this program for ten years after the initial approval date.

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- h) The property owner is eligible for a refund of 50 percent of any building permit and development permit fees.
- i) In return for the incentives provided, the owner will agree to certain conditions designed to protect and conserve the Heritage Resource in an appropriate way.
- j) Completion of the conservation work must occur within 24 months from the approval date. One additional year may be granted at the discretion of the General Manager, Community Services Department.
- k) Eligible Conservation Work is outlined in Appendix “A” to this Policy.

5.3 Financial Incentives for Non-Governmental and Non-Profit Tax Exempt Properties

- a) The incentive shall be in the form of a grant of 50 percent of the Total Eligible Costs of the conservation project up to a maximum of \$75,000. Additional funding may be approved at the discretion of Council.
- b) Grants in excess of \$10,000 will be amortized over a period of up to ten years.
- c) Applicants are required to enter into an agreement upon approval. The grant may be suspended or revoked if the property owner does not comply with the conditions of the grant agreement.
- d) A property owner may make more than one application within a ten-year period provided that the total amount does not exceed \$75,000, and will be subject to availability of funds.
- e) Where the maximum of \$75,000 has been reached, applicants cannot apply for funding under this program for ten years after the initial approval date.

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- f) The property owner is eligible for a refund of 50 percent of any building permit and development permit fees.
- g) In return for the incentives provided, the owner will agree to certain conditions designed to protect and conserve the Heritage Resource in an appropriate way.
- h) Completion of the conservation work must occur within 24 months from the approval date. One additional year may be granted at the discretion of the General Manager, Community Services Department.
- i) Eligible Conservation Work is outlined in Appendix “A” of this Policy.

5.4 Non-Financial Incentives and Support Services

Non-Financial Incentives enable the owner of a Municipal Heritage Property and the City to work together to ensure the unique needs and characteristics of the Heritage Property itself are addressed. The City will negotiate an appropriate “bundle” of non-financial incentives and support services for each individual property. This may include working to develop alternative solutions to address building code requirements, providing streetscaping elements which enhance the heritage structure, or rezoning by agreement for adaptive reuse of the property.

5.5 Maintenance Grants

Incentives are available to Municipal Heritage Properties for maintenance, as follows:

- a) The incentive shall be in the form of a grant of 50 percent of the costs of the project to a maximum of \$2,500.
- b) A property owner may make more than one application within a ten-year period provided that the total amount does not exceed \$2,500, and will be subject to availability of funds.
- c) Where the maximum of \$2,500 has been reached, applicants cannot apply for funding under this program for ten years after the initial approval date.

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6. RESPONSIBILITIES

6.1 General Manager, Community Services Department

- a) Administering this Policy and recommending updates to this Policy.
- b) Incorporating this Policy in the Official Community Plan, relevant City Plans, and other statutory documents.
- c) Applying other policies and plans administered by the Department consistently with this Policy.
- d) Recommending annual budget requirements to implement the procedures relative to this Policy.
- e) Approving a grant under this Policy that amounts to less than, or equal to, \$10,000 in total.

6.2 Municipal Heritage Advisory Committee

Assisting in the development and implementation of this Policy and providing recommendations relating to this Policy to the Planning, Development and Community Services Committee for consideration as outlined in Section 4.10 of this Policy.

6.3 Planning, Development and Community Services Committee

- a) Reviewing proposed policies and policy revisions and referring such policies to Council for approval.
- b) Approving a grant under this Policy that amounts to more than \$10,000 in total, up to a maximum of \$150,000.

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6.4 Council

- a) Reviewing and approving any proposed policies and policy revisions as recommended by the Municipal Heritage Advisory Committee and the Planning, Development and Community Services Committee.
- b) Approving tax abatements under this Policy.
- c) Approving a grant under this Policy in excess of \$150,000.

APPENDIX “A” TO CITY OF SASKATOON
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Eligible Conservation Work

Conservation work completed under the Heritage Conservation Program will be considered on a case-by-case basis. All conservation work must conform to the Standards and Guidelines for the Conservation of Historic Places in Canada.

Eligible Work	Examples
Preservation of existing Character-Defining Elements as defined in a heritage designation bylaw	<ul style="list-style-type: none"> • Doors and windows – original size, shape, form and materials • Roofing materials – may include the replacement or repair of the roof deck • Cornices, mouldings and decorative trim • Siding – must match the original in terms of its composition, colour and texture • Stonework and masonry repair/re-pointing • Porches, verandahs and steps • Significant chimneys • Interior architectural attributes when specified in a heritage designation bylaw
Rehabilitation of Character-Defining Elements that still exist, but are beyond preservation or repair	<ul style="list-style-type: none"> • Replacement of deteriorated doors, windows, cladding, roofing, cornices, mouldings, architectural trim and other significant features using materials, sizes and configurations that match the original, where possible
Restoration of Character-Defining Elements that have been lost, but for which the appearance can be clearly determined from archival or documentary sources, or physical evidence that supports the existence of the missing feature	<ul style="list-style-type: none"> • Removal of modern material such as vinyl or aluminum siding and replacement with original feature
Streetscaping elements that enhance the heritage structure	<ul style="list-style-type: none"> • Lighting fixtures • Tree and plant materials • Planters and paving • Street furniture
Work necessary to restore Structural Integrity	<ul style="list-style-type: none"> • Introduction of supporting beams • Alterations to correct a failing foundation or address structural faults
Maintenance (under approved Maintenance Grant only)	<ul style="list-style-type: none"> • Minor repair and re-finishing operations • Non-destructive cleaning

Ineligible Conservation Work

Unless specified in a heritage designation bylaw, the following work is ineligible:

Ineligible Work	Examples
Administrative and property owner labour costs	<ul style="list-style-type: none"> • Purchase of tools, equipment or machinery • Legal fees • Labour performed by applicant/property owner
Architectural and engineering services	<ul style="list-style-type: none"> • Feasibility studies • Cost estimates • Preparation of drawings
Eavestroughs, gutters and downspouts	—
Fences and outbuildings	—
Interior work	—
Landscaping or paving	—
Lighting, awnings and signage	—
Mechanical, electrical or plumbing systems and energy efficiency upgrades	<ul style="list-style-type: none"> • New heating, ventilation or cooling systems • Electrical and plumbing work • Insulation
New features or additions	<ul style="list-style-type: none"> • Modern doors, windows or cladding (e.g. steel doors and vinyl or aluminum siding) • Repair of non-original materials (e.g. asphalt shingles) • Structural work required as a result of a modern renovation or addition • Construction of new additions or accessory buildings
Operating costs	—
Poor or defective work or work that does not conform to the Standards and Guidelines for the Conservation of Historic Places in Canada	—
Routine maintenance (unless applying specifically for the Maintenance Grant)	—