

A) Heritage Designation Options for the Traffic Bridge
(File No.: PL 710-1 and CK 6050-8)

- RECOMMENDATIONS:**
- 1) that this report be received as information; and
 - 2) that a copy of this report be forwarded to Municipal Heritage Advisory Committee for information.

EXECUTIVE SUMMARY

Municipal, Provincial, and National Heritage Property designations serve to recognise a property's heritage significance.

Municipal Heritage Property designation provides the property with the legal protection necessary to ensure its conservation, however, offers no financial incentive in the case of the Traffic Bridge. This level of designation to the Traffic Bridge implies public recognition of a historic structural focal point to Saskatoon residents.

Provincial Heritage Property designation applies to those properties deemed to be provincially significant. Following designation, the owner of a Provincial Heritage Property is eligible to apply to the Heritage Foundation for a Conservation Grant, which is minimal. Alterations to the property, including restoration, preservation, or rehabilitation are regulated through the Heritage Resources Branch.

National Historic Sites are honorary in nature and non-legally binding. Further, National Historic sites may be eligible for funding assistance under the National Cost-Sharing Program (50 percent), including renovations, up to a maximum of \$1 million. This is a potential option for the Traffic Bridge, considering the importance associated with national historic significance, and the potential for substantial funding.

During its September 13, 2010 meeting, City Council considered a variety of communication options for the Traffic Bridge. City of Saskatoon Bylaw No. 6770 "A Bylaw of The City of Saskatoon to deny a permit for the demolition of certain property" (Holding Bylaw) gives City Council the option of denying any permit for demolition for not more than 60 days while it considers possible designation as Municipal Heritage Property. The Traffic Bridge is listed in this Bylaw. Should Council select an option which requires demolition of the existing bridge, the Administration should be instructed to prepare a bylaw to remove the Traffic Bridge from City of Saskatoon Bylaw 6770 "A Bylaw of The City of Saskatoon to deny a permit for the demolition of certain property" (Holding Bylaw).

BACKGROUND

During its May 5, 2010 meeting, the Municipal Heritage Advisory Committee (MHAC) requested that the Administration report back with information on the process for having a City of Saskatoon (City) owned property declared as a Municipal, Provincial, and/or Federal Heritage site.

In addition, during City Council's meeting of May 10, 2010, Councillor Clark initiated the following inquiry:

“Would the Administration please report on the process involved in designating the Traffic Bridge and crossing as a heritage site and if this could help the City to access funding from other levels of government to help in the rehabilitation of the bridge, to help determine the options for the bridge for the future.”

During its September 13, 2010 meeting, City Council discussed a variety of options for the Traffic Bridge, including replacement, which would incur demolition. It is important to note that the Traffic Bridge is listed in City of Saskatoon Bylaw 6770 “A Bylaw of The City of Saskatoon to deny a permit for the demolition of certain property” (Holding Bylaw). This Bylaw provides that the Administration shall deny a Demolition Permit Application for a period of 60 days unless otherwise instructed by City Council.

More recently, during its October 6, 2010 meeting, the MHAC resolved:

“that the Administration include in its report on the feasibility of a heritage designation for the Traffic Bridge, information on whether replacement of the road/sidewalk structure would allow the bridge to qualify for heritage designation, and provide a list of the character-defining elements that need to be preserved to maintain it as a heritage property, should City Council wish to refurbish/replicate the bridge;”

REPORT

Municipal, Provincial, and National Heritage Property designations serve to recognise a property's heritage significance. Municipal and provincial designations provide the legal protection necessary to ensure conservation, while national heritage designations are honorary in nature and non-legally binding. Examples of heritage properties in Saskatchewan that are designated at municipal, provincial and national levels include the Esterhazy Flour Mill and the Prince Albert Town Hall/Opera House. While Municipal Heritage Properties may subsequently be awarded provincial designation, Provincial Heritage Properties may not subsequently be awarded Municipal designation.

The Standards and Guidelines for the Conservation of Historic Places in Canada is a Parks Canada publication and is widely used to guide the preservation, rehabilitation, and restoration of historic places in Canada (including, but not limited to, structures, buildings, districts, landscapes, and archaeological sites). In order to preserve, rehabilitate, or restore an historic structure, the intact or repairable character-defining elements must not be removed, replaced, or substantially altered. Character-defining elements are “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 in order to preserve its heritage value” (Introduction – Key Terms, Page 2).

Attachment 4 is an excerpt from Standards and Guidelines for the Conservation of Historic Places in Canada (Standards – Pages 1 to 4.) for information on the application of the standards. The guidelines in the Engineering Works section recommend “Preserving engineering works that are important in defining the overall heritage value of the historic place” and specifically, for Rehabilitation Projects, replacement, in kind, of an entire component of an engineering work that is too deteriorated to repair, is recommended, using the physical evidence as a model to reproduce the component.

Some of the character-defining elements have been identified in the Statement of Heritage Significance: Traffic (Victoria or 19th Street) Bridge Saskatoon (Herrington, Ross, 2008), prepared on behalf of the Province of Saskatchewan, and include the following:

- those elements which speak to its status as a landmark in the community, including its form and massing and its location on its original site;
- those elements that reflect the property’s engineering technology, such as being the Steel-truss architecture; and
- those elements that reflect the development of Saskatchewan’s early concrete quality-control testing methods as demonstrated by the original large concrete piers and abutments.

Further research would clarify and fine-tune the details of the character-defining elements, and possibly unveil additional ones. The replacement of a road or sidewalk structure is unlikely to interfere with the success of an application for heritage property designation, as neither is considered to be a character-defining element, in unto itself. Furthermore, each of these structures – road or sidewalk – would likely be replaced “in kind”, should they be deemed to be beyond repair.

A. Municipal Designation Option

Municipal Heritage Property is recognised as being of major significance to the history of our community, locally, or regionally. Any heritage property that is not subject to any other designation may be designated as a Municipal Heritage Property.

Process

Phase I of the application, containing applicant information as well as property and preliminary research information, is submitted to the Planning and Development Branch. The Heritage Coordinator conducts an initial review and consultation with the applicant to decide whether the property has heritage merit and which program is most appropriate. Phase II of the application, specifying the program applied for and containing detailed research is completed and submitted to the Planning and Development Branch. The property is evaluated with consideration given to the architecture, integrity, environment, or context, historical value, and usage. A report is prepared for the MHAC. If approval is recommended, the application is reviewed by the Planning and Operations Committee, and submitted to City Council for advertising approval. If approved, the intention to designate is publicly advertised and the bylaw is considered by City Council following a Public Hearing. The process of Municipal Heritage Property designation is illustrated in Attachment 1.

Financial Incentives

Financial incentives to Municipal Heritage Property designation are in the form of a tax abatement to private property owners.

Implications

Upon designation the owner agrees to certain conditions designed to protect and conserve the structure. The owner is required to maintain the property and must have civic approval to alter the heritage elements of the property. The protection is in the form of a bylaw, which is registered against the title of the property and continues to apply when ownership changes. Other conditions might include specific requirements on how the property is to be conserved, restored or adapted to a new use, an approved preventative maintenance plan, and potential public access to a commercial structure.

Implications for the Traffic Bridge

Municipal Heritage Property designation of the Traffic Bridge would imply public recognition of a historic structural focal point to Saskatoon residents. There are no applicable financial incentives for Municipal Heritage Property designation.

B. Provincial Designation Option

Any building, structure, or site that is of interest for its architectural, historical, cultural, environmental, archaeological, paleontological, aesthetic, or scientific value may be designated as Provincial Heritage Property under the *The Heritage Property Act, 1980*. Provincial Heritage Property designation applies to those properties deemed to be provincially significant. In Saskatchewan, a document entitled the Standards and Guidelines for the Conservation of Historic Places in Canada, written by Parks Canada, is routinely used to guide alterations to Provincial Heritage Property.

Prior to designation, the Heritage Foundation provides a Research Grant of up to \$2,000 for property owners considering a Provincial Designation Application. The Research Grant is to provide for nomination to the province to determine eligibility for designation. Further funding is available following heritage designation. The amount and priority vary in accordance with the level of designation – Municipal, Provincial, and/or National.

Process

Following a complete submission by the applicant and review by the Provincial Government's Heritage Resources Branch, the nomination is forwarded to the Saskatchewan Heritage Advisory Board (SHAB) for evaluation. SHAB determines whether or not the property meets the criteria for provincial designation and provides the Minister with a recommendation. The Minister makes the final decision. Following the Minister's decision to designate a property, the formal designation process begins. The Minister notifies the applicant and issues a public Notice of Intention to designate, identifying the reasons for the proposed designation. A 60 day waiting period is required after the Notice of Intention is published to ensure there are no objections to the proposed designation and to ensure there are no changes to the property during the public review period. Provided no

objections are registered, the Minister issues a Designation Order. If there is an objection to the proposed designation, the Minister will refer the matter to the Saskatchewan Heritage Property Review Board (SHPRB). The SHPRB will convene a hearing and report their findings to the Minister. The Minister will consider the board's findings and decide on whether or not to proceed with the designation. The process of Provincial Heritage Property designation is illustrated in Attachment 2.

Financial Incentives

Further to designation of Provincial Heritage Property, the owner is eligible to apply to the Saskatchewan Heritage Foundation for financial assistance relating to heritage conservation work on the property. The foundation receives \$200,000 per annum to be distributed between eligible applicants. The total number of applications per year is approximately 100. A single Conservation Grant exceeding \$10,000 per year is rare and must rank very high in order for a property owner to receive a sum in excess of \$10,000. A property owner may apply for an unlimited number of grants from the Heritage Foundation; however, one grant must be completed before applying for the next one.

In addition to the Conservation Grant, there is a Community Vitality Program through the Community Initiatives Fund. The maximum funds available under this cost-sharing program are up to 50 percent, to a maximum of \$50,000 per project.

Implications

Additional benefits of Provincial Heritage Property designation include the following:

- Listing on the Register of Heritage Property in Saskatchewan and the Canadian Register of Historic Places;
- Access to expertise and technical advice from the Heritage Resources Branch; and
- Installation of an official Provincial Heritage Property bronze plaque.

When the province designates a Provincial Heritage Property:

- The designated heritage property remains the property of the owner;
- All alterations to the property, including restoration, preservation, or rehabilitation are regulated through the Heritage Resources Branch;
- For any alterations that may adversely affect the heritage character-defining elements of the property, an Alteration Permit Application must be completed and submitted by the property owner to the Heritage Resources Branch for review and approval;
- The owner may sell or transfer ownership of a provincially designated property; however, the Minister must be notified in advance of any sale;

- The owner may use the property for whatever purposes the owner sees fit, provided such use does not disturb the property's heritage character or integrity;
- Public access to the property is regulated by the property owner; and
- It is a property owner's responsibility to maintain the property to the minimal accepted maintenance standards.

Section 51 of *The Heritage Property Act, 1980* outlines that if the integrity or existence of a Provincial Heritage Property is in jeopardy, the Minister may require the owner to undertake repairs. The Ministry prefers to work in cooperation with a property owner to ensure the long-term conservation of a site. The Ministry's role in conservation of a designated property is typically to provide expertise and technical advice on conservation issues.

The Guide to Preparing a Provincial Nomination clearly states under 'What Designation Does Not Mean':

“A property owner does not need to contact the Heritage Resources Branch every time a change or repair to the property is planned. A guide indicating how the property should be maintained and what alterations will require formal authorization will be developed for each designated property in consultation with the owner”.

The 'Standards and Guidelines for the Conservation of Historic Places of Canada' clearly outlines the guiding principles in the conservation of heritage properties.

Implications for the Traffic Bridge

In 2007, the Ministry of Tourism, Parks, Culture and Sport commissioned a review of pre-1950 road and rail bridges in Saskatchewan, to identify and write Statements of Significance for ten bridges noteworthy for their architecture, engineering, or historical association. The Traffic Bridge in Saskatoon was identified in the study as one of the 10 bridges with possible local or provincial significance.

The Traffic Bridge is a candidate for Provincial Heritage Property designation, based on the information outlined in this report. Renovation, rehabilitation, and/or replacement would have to be consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada. The Province would determine the appropriate standards; however, it remains the responsibility of the City, the owner of the Traffic Bridge, to maintain the property to the minimal accepted maintenance standards. Any alterations of character-defining elements of the Traffic Bridge may require a permit from the province. Aside from the grants that would be available, which are relatively insignificant to the funding required for the Traffic Bridge, the benefits of provincial designation would consist of inclusion on the Register of Heritage Property in Saskatchewan and the Canadian Register of Historic Places, access to expertise and technical advice from the Province, and installation of an official Provincial Heritage Property bronze plaque.

C. National Designation Option

Designations of national historic significance are considered on a case-by-case basis, in accordance with the Historic Sites and Monuments Board of Canada's (HSMBC) evaluation criteria and guidelines. The HSMBC receives over 200 requests annually, 50 to 70 of which will generate research papers from the Historical Services Branch or the Archaeological Services Branch of the National Historic sites Directorate of the Parks Canada Agency. The reports assist the HSMBC in its deliberations. Alternatively, the applicant may elect to prepare the research paper with the assistance of the Agency. The HSMBC convenes biannually, usually in June and November. Depending on prior commitments and the complexity of the subject under review, up to two years may elapse between the time of application and the HSMBC's consideration of the subject. The HSMBC Secretariat will keep applicants apprised of the progress of their application in writing.

Process

The HSMBC evaluates the national historic importance of a place, person, or event. In the case of a proposed place, the application must identify which criterion, as outlined below, is the most relevant and why. A place may be designated of national historic significance by virtue of a direct association with a nationally significant aspect of Canadian history. An archaeological site, structure, building, group of buildings, district, or cultural landscape of potential national historic significance will:

- 1) Illustrate an exceptional creative achievement in concept and design, technology and/or planning, or a significant stage in the development of Canada; or
- 2) Illustrate or symbolize in whole or in part a cultural tradition, a way of life, or ideas important in the development of Canada; or
- 3) Be most explicitly and meaningfully associated or identified with persons who are deemed of national historic significance; or
- 4) Be most explicitly and meaningfully associated or identified with events that are deemed of national historic significance.

Financial Incentives

National historic sites (excluding historic districts) may be eligible for funding assistance under the National Cost-Sharing Program (50 percent), including renovations, up to a maximum of \$1 million available to the applicant (property owner).

Implications

Subjects designated for their national historic significance are usually commemorated by means of a bilingual bronze plaque. In the case of a national historic site, the designation does not impose any legal obligation on the owner of the site. The Parks Canada Agency offers complimentary professional and technical assistance to owners of national historic sites to encourage heritage conservation practices. Owners may also benefit from professional advice with respect to the design, development and implementation of

interpretation programs, and on marketing initiatives to promote the site.

Additional Guidelines for Restoration Projects under the Engineering Works section of the Standards and Guidelines for the Conservation of Historic Places of Canada discusses the recommended restorations, repairs and replacements in kind. Replacement ‘in kind’ and replacement with compatible substitute materials, forms and detailing are both acceptable approaches in rehabilitation.

Implications for the Traffic Bridge

The eligibility of the Traffic Bridge for National Heritage Property designation is not as clearly defined as it is for municipal or provincial designation. It is, however, the most favourable of the three potential options in terms of available funding. From a national perspective, it is the rarity of the architectural and design elements of the bridge that are significant, in addition to the role the bridge played in the creation of Saskatoon, and by extension, its association with the growth of a city in Canada and the process of western settlement. More specifically:

- 1) The Traffic Bridge is architecturally significant in that it is one of the few, and possibly the oldest, surviving examples in Canada of a riveted, Parker through-truss bridge of the “camel back” style. Steel truss bridges in various styles were built in both the US and Canada from the 1880s to 1930s. Once very common, they are rapidly being demolished or replaced and are nowadays relatively rare and becoming increasingly so. Although the Parker truss was very common, relatively few were built in the camel-back style, and very few of those remain. Saskatoon’s Traffic Bridge may be the longest and oldest of the bridges in this style.
- 2) The Traffic Bridge is historically significant, because of its role as the “vital link” between the Downtown, Nutana, and Riversdale, which was demanded by the inhabitants of Nutana (the original Temperance Colony settlement) before they would agree to amalgamation and incorporation as a city. From a local perspective, this makes the bridge highly significant. Nationally, it represents a critical period in the settlement of Western Canada, the years 1896 to 1911, when the vast majority of settlers arrived here and when cities such as Saskatoon developed as regional service centres to their rural and agriculture hinterlands. This was the culmination of Sir John A. Macdonald’s National Policy, which depended on trade, tariff, transportation and immigration to tie all regions of the country into a common identity. Since the Traffic Bridge was integral to, and is thus symbolic of, Saskatoon’s transition from settlement to city, it is more representative of these larger events in Canadian history than it would be otherwise.

D. Conclusion

City of Saskatoon Bylaw 6770 “A Bylaw of The City of Saskatoon to deny a permit for the demolition of certain property” (Holding Bylaw), gives City Council the option of denying

any permit for demolition of property for not more than 60 days while it considers the property for Heritage Designation.

Should it be determined that the Traffic Bridge will be substantially rehabilitated, there are no implications to the City of Saskatoon Bylaw 6770 “A Bylaw of The City of Saskatoon to deny a permit for the demolition of certain property” (Holding Bylaw). In the event that another option is selected, City Council should instruct the Administration to prepare a Bylaw to remove the Traffic Bridge from City of Saskatoon Bylaw 6770 “A Bylaw of The City of Saskatoon to deny a permit for the demolition of certain property” (Holding Bylaw).

If the option to rehabilitate the Traffic Bridge is chosen, it will be important to identify and conserve the character-defining elements, of the bridge, in accordance with accepted standards and practices.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications.

PUBLIC NOTICE

Public Notice, pursuant to Section 3 of the City of Saskatoon Policy C01-021 (Public Notice Policy), is not required.

ATTACHMENTS

1. Municipal Heritage Property Designation Process
2. Provincial Heritage Property Designation Process
3. National Heritage Property Designation Process
4. Applying the Standards

Written by: Nikki Newenham-Kahindi, Planner
Planning and Development Branch

Reviewed by: “Randy Grauer”
Randy Grauer, Manager
Planning and Development Branch

Approved by: “Mike Gutek”
Mike Gutek, Manager
Infrastructure Services
Dated: “November 10, 2010”

Approved by: “Paul Gauthier”
Paul Gauthier, General Manager
Community Services Department
Dated: “November 10, 2010”

Approved by: “Murray Totland”
Murray Totland, City Manager
Dated: “November 16, 2010”

**MUNICIPAL HERITAGE PROPERTY DESIGNATION PROCESS
(City of Saskatoon)**

Application Phase I

Applicant, Property and Preliminary Research information



Initial Review

by Heritage Coordinator and consultation with applicant to decide whether the property has merit



Application Phase II

Specifies program applied for and contains detailed research



Evaluation

of Architecture, Integrity, Environment or Context, Historical Value and Usage



Report to Municipal Heritage Advisory Committee (MHAC)

Prepared by Heritage Coordinator, proceeds through Planning and Operations (P&O) to Council



Municipal Heritage Advisory Committee (MHAC)

Meet on site of proposed designation, with the property owner if so desired.



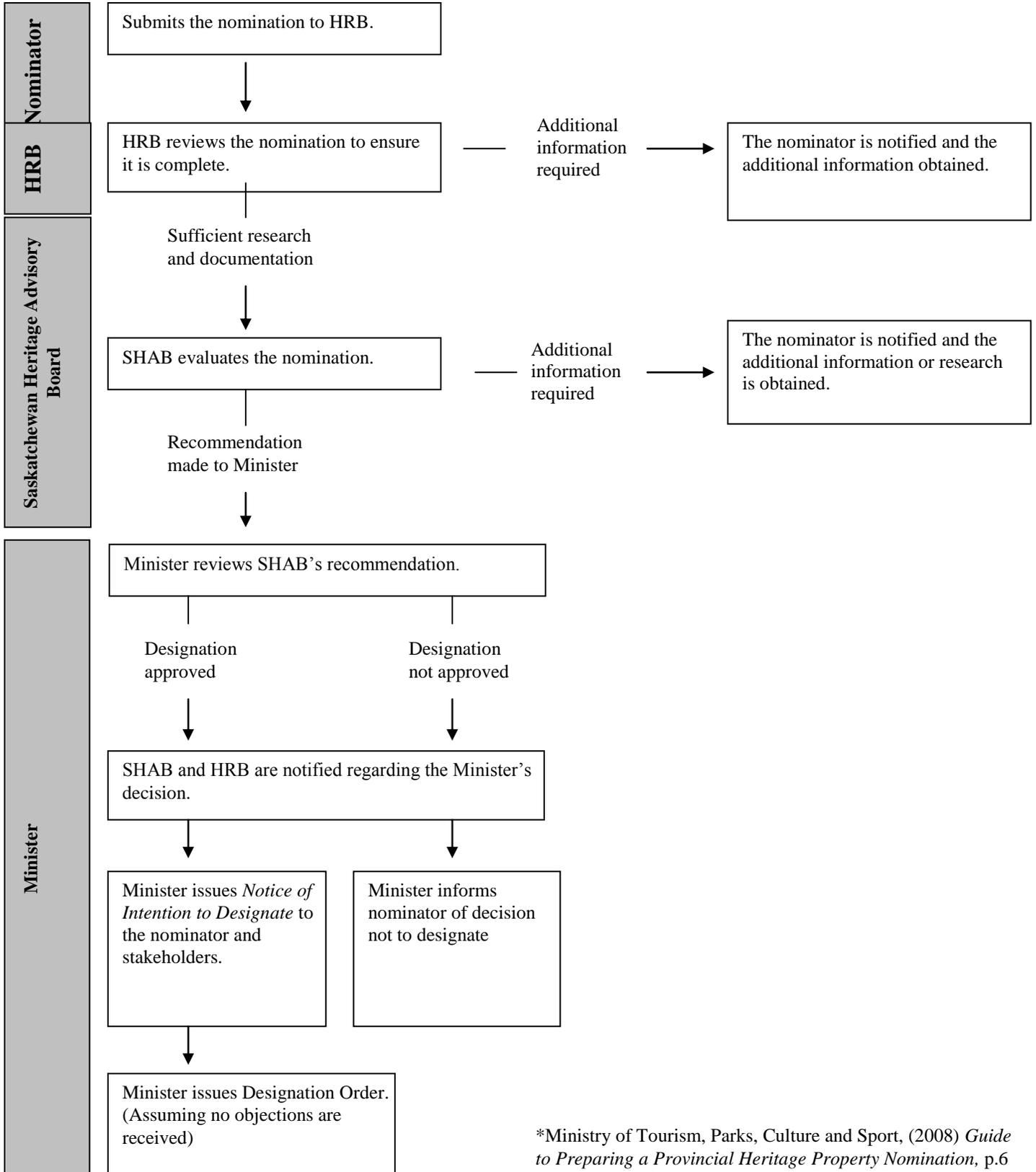
Notice of Intention published and interest registered on the property

If approval is recommended to Council



Bylaw considered at Public Hearing of Council

PROVINCIAL HERITAGE PROPERTY DESIGNATION PROCESS*



*Ministry of Tourism, Parks, Culture and Sport, (2008) *Guide to Preparing a Provincial Heritage Property Nomination*, p.6

NATIONAL HERITAGE PROPERTY DESIGNATION PROCESS

Application



Verification of Conformity with Criteria and Guidelines
(Board Secretariat)



Inclusion on Historic Sites and Monuments Board of Canada (HSMBC) Agenda for Review
by if the application meets the criteria.
Applicant is advised of any additional requirements and of the outcome



Submission Report to HSMBC
Prepared by historians or archaeologists in the Parks Canada Agency



Evaluation
of national historic importance of a place, person or event - *In camera* HSMBC meeting



Minister reviews the Minutes of Proceedings
As presented by HSMBC



Ministerial Approval
The applicant is informed of the decision