

THE HERITAGE BUILDING MATERIALS STRATEGY

August, 2001

1. BACKGROUND

Heritage is a timeless resource held in trust for the benefit of present and future generations. It forms the foundation of Regina's identity and cultural well being. It is a tangible connection to the past that reflects the attainments of the people who have lived here. It represents an important record of the historic and cultural development of the city, which creates a unique sense of place that contributes to the special character of Regina. The city's architectural heritage constitutes not only an irreplaceable asset that provides a unique insight into the richness and diversity of the past, it is also a key tourism generator and economic catalyst that can be used to promote Regina as a unique heritage destination.

The history of Regina as viewed through its architectural heritage, brings a greater appreciation and enrichment into the lives of the city's residents. Regina has taken special efforts to safeguard our architectural heritage. While the fundamental priority of the City is to preserve our heritage buildings, this may not always be possible in the face of rapid change. There is, therefore, a need to develop options for salvaging and reusing portions or features of buildings proposed for demolition which have significant historical, architectural or cultural value to the city when no reasonable alternative to demolition can be found.

2. PURPOSE

The purpose of The Heritage Building Materials Strategy is to encourage the conservation of Regina's architectural heritage by identifying, salvaging and managing the adaptive reuse of heritage materials from buildings proposed for demolition.

3. OBJECTIVES

The underlying objectives of the strategy are as follows:

- 3.1 To develop a process for salvaging heritage building materials from properties proposed for demolition.
- 3.2 To consider options for encouraging property owners to donate salvageable heritage building materials to the City of Regina and to discourage them from disposing of the materials at the City landfill.
- 3.3 To develop a program for the reuse of heritage building materials in the possession of the City.
- 3.4 To facilitate the reuse and recycling of building materials and reduce the amount of debris sent to the City landfill.

4. DEFINITIONS

- 4.1 Demolition: The complete or partial removal or destruction of any property.
- 4.2 Director: Means the Director of Community Development, Recreation and Parks of the City of Regina and anyone acting or authorized by the Director to act in his or her behalf.
- 4.3 Dispose: To get rid of.
- 4.4 Heritage Building Materials: Any man-made structure, fixture, artifact or element which in its own right has historical and/or architectural significance to the heritage of Regina and contributes to the city's unique sense of time and place.
- 4.5 Heritage Value: The historical, cultural, architectural, artistic or educational worth or usefulness of the heritage building material.
- 4.6 Inspect: Includes to survey, photograph, measure and record.
- 4.7 Recycle: To convert to reusable material.
- 4.8 Reuse: To use again or further use.
- 4.9 Salvage: To save from loss or destruction for future use.

5. DESIGNATION

5.1 Purpose

The purpose of designation is to identify, preserve and protect heritage properties in Regina.

5.2 The Nature of Municipal Heritage Designation

It is the mandate of the Municipal Heritage Advisory Committee to make recommendations to City Council regarding the designation of heritage properties. Designation of a property allows Council to control alterations to land and buildings as well as demolition or removal of a property considered to have heritage value. If the owner wants to make alterations which are likely to affect the reasons for designation, he or she must apply to Council for permission to do so. Council may grant permission, refuse it, or grant it upon certain terms and conditions. Similarly, the owner must seek Council's permission to demolish or remove a building on the designated property. Again Council may approve or refuse the application.

5.3 The Criteria for Designating Municipal Heritage Properties

The City of Regina has a set of criteria to guide the City in determining whether a building or structure warrants designation. Both the heritage value of the property and the viability of maintaining the site are considered when determining whether a property warrants designation. A complete description of the criteria is provided in The City of Regina's Heritage Property Designation Criteria.

6. THE HERITAGE BUILDING MATERIALS REVIEW COMMITTEE

6.1 Goal

The goal of The Heritage Building Materials Review Committee is to promote heritage conservation by working with property owners and demolition contractors to identify, salvage and arrange for the adaptive reuse of heritage materials from buildings proposed for demolition.

6.2 Terms of Reference

The role of The Heritage Building Materials Review Committee is:

6.2.1 to inspect potential heritage building materials and recommend those materials that should be salvaged for the purpose of reuse;

6.2.2 to administer the Heritage Building Materials Reuse Program (see section 8.0);

6.2.3 to provide knowledge and expertise; and

6.2.4 to facilitate heritage conservation by acting as a liaison between the City of Regina, property owners, demolition contractors and other stakeholders.

6.3 Composition

The committee shall consist of a maximum of eight community members and two City of Regina representatives. The members from the community shall represent a cross-section of non-profit organizations, professional associations and individuals with relevant heritage, technical and professional expertise.

6.4 Appointment

Members shall be appointed by the Director. They shall hold office for a term of two years.

6.5 Meetings

The committee shall meet as often as is necessary to carry out the terms of reference.

6.6 Administrative Committee

It is important to note that the Review Committee is an internal administrative committee of the City of Regina. The committee is intended to serve as a working partnership between the City of Regina and the heritage community. Members will work together to fulfill the committee's terms of reference. Logistical support for the committee will be provided by the City.

6.7 Accountability

Recommendations from the committee related to heritage building materials shall be provided in written form to the Director.

7. SALVAGE

7.1 Purpose

The purpose of salvaging heritage building materials is to preserve portions or features of buildings or exterior structures, which have significant historical, architectural or cultural value to the city or province, from proposed demolition for the benefit of present and future generations.

7.2 Controlling Demolition

Designation of heritage properties or listing of potential heritage properties in *The Heritage Holding Bylaw* does not permanently prohibit demolition. Owners who wish to demolish a designated municipal heritage property in whole or in part must apply to City Council to have the designation removed or amended. Owners who wish to demolish property listed in the *Heritage Holding Bylaw* may apply for a demolition permit. Approval of the application for demolition is automatically withheld for 60 days. This period of time offers the City an opportunity to determine the heritage value of the property and explore options to conserve the threatened structure if heritage designation of the property is determined to be warranted.

Depending on the circumstances there are several alternatives to demolition the City of Regina may pursue:

- 7.2.1 Encourage the owner to change plans through persuasion that the heritage importance of the building is irreplaceable, must be maintained and will be a worthy asset in any development or use of the site.
- 7.2.2 Suggest alternate uses for the building or property.
- 7.2.3 Offer advice on integrating the heritage property within some larger scheme.
- 7.2.4 Offer incentives to make conservation of the property more beneficial.
- 7.2.5 Encourage the owner to sell the heritage property to a purchaser who will conserve it.

The challenge is to find an acceptable solution that will conserve the heritage property yet allow the flexibility to accommodate the needs of the property owner. If no reasonable solution can be found within the 60 days and the owner of a property listed in the *Heritage Holding Bylaw* does not agree to extending the negotiating period, the owner may apply for and receive the requisite demolition permit. If the property has been designated a heritage site, but the owner makes application to City Council and it removes the designation, the property may be demolished.

7.3 The Criteria for Acquisition

The following criteria shall be used by the City of Regina to determine whether heritage building materials are salvageable from properties when no acceptable alternative to demolition exists.

- 7.3.1 The material should possess heritage value in its own right. In other words it should

have historical, cultural or architectural significance for the city or the province.

7.3.2 The heritage material should be able to be reused in other buildings, open space or in educational and cultural displays.

7.3.3 The heritage material should lend itself to being placed in the public domain. This includes either public or private property that is accessible to the general public. For example, public open space accessible to the public could include a park while private open space accessible to the public could include a shopping mall.

7.3.4 The heritage material should be something that the City or other suitable agency has the means to house and conserve.

7.3.5 The cost of salvaging the heritage material shall not be prohibitive to the owner.

7.3.6 The cost of transporting and/or housing the heritage material shall not be prohibitive to the City of Regina.

7.4 The Authority for Accepting Donations

The authority for the City of Regina to accept donations of heritage building materials resides in *The Cities Act* and Bylaws.

Heritage building materials are personal property. A decision will be made at the time of the donation as to if the City of Regina will enter a consensual agreement with the owner of a property to donate heritage building materials to the City.

7.5 The Procedure for Salvaging Heritage Building Materials

The Heritage Building Materials Review Committee shall use the following procedure to recommend the salvaging of heritage materials from buildings proposed for demolition:

7.5.1 If the City of Regina receives a demolition application for a property listed in *The Heritage Holding Bylaw*, the City in consultation with the heritage community will assess whether the building or structure warrants designation as a Municipal Heritage Property and make a recommendation to the Municipal Heritage Advisory Committee. The heritage community may bring to the attention of the City properties in danger of demolition that may have heritage value but are not listed in the Heritage Holding Bylaw. With the agreement of the property owner, the property may be considered for designation, or if this is not feasible, consideration may be given to salvaging heritage building materials from the site.

7.5.2 Because time is of the essence, when an application for demolition is received by the City for a property listed in the *Heritage Holding Bylaw*, the City will arrange for the Heritage Building Materials Review Committee to visit the site. The Heritage Building Materials Review Committee should proceed as if the property were to be demolished and determine as soon as possible whether the heritage building materials warrant salvaging by applying the Criteria for Acquisition.

7.5.3 If the property is determined to have heritage value but no acceptable option to demolition exists that both the City and the property owner can agree on, the Heritage Building Materials Review Committee may recommend to the Director that the City

arrange for a consensual agreement with the owner to salvage heritage building materials that satisfy the Criteria for Acquisition. The cost of salvaging the heritage material shall be the responsibility of the owner.

7.5.4 If the Director approves the recommendation of the Heritage Building Materials Review Committee for a consensual agreement, the City of Regina will commission an independent evaluation to determine the fair market value of the heritage building materials donated to the City. Upon receipt of the independent evaluation and approval by the Director, the evaluation shall be submitted to the Finance Department. If Finance is satisfied that the value is reasonable, they will issue a receipt for the donation. The decision to accept the value on the receipt rests with Canada Customs and Revenue Agency.

7.5.5 The Heritage Building Materials Review Committee shall arrange for the salvaged heritage building materials to be housed by the City or a suitable agency and included in the City inventory (see section 8.2 Inventory).

7.6 Recognition for Heritage Donations to the City

Property owners who donate heritage building materials to the City of Regina will receive:

7.6.1 an official certificate from the City of Regina signed by the Mayor recognizing the property owner's heritage donation to the city;

7.6.2 mention in the honour roll announced at the annual Municipal Heritage Awards in recognition of individuals who have made a contribution to preserving the city's heritage in the past year; and

7.6.3 the name of the donator may be included in the interpretive signage explaining the heritage value of the material when it is placed back in the public domain.

8. THE HERITAGE BUILDING MATERIALS REUSE PROGRAM

8.1 Purpose

The purpose of The Heritage Building Materials Reuse Program is to promote reuse as an environmentally sound and socially beneficial method of conserving heritage building materials proposed for demolition and placing them back in the public domain.

8.2 Inventory

The Heritage Building Materials Review Committee shall develop and maintain an inventory of heritage building materials in the City's possession. The inventory shall include:

8.2.1 a description of the material;

8.2.2 a photograph of the building material;

8.2.3 the measurements of the building material;

- 8.2.4 photographs of the structure before demolition and any original architectural drawings that are available;
- 8.2.5 a statement of its historical, cultural or architectural value to the city, the province, or Canada;
- 8.2.6 a plan to house and maintain the building material;
- 8.2.7 the location where the building material may be viewed.

8.3 Eligibility

Individuals, groups or organizations with an interest in reusing heritage building materials may apply for specific items in the inventory. The program should be of interest to heritage organizations, architectural firms, landscape architectural firms, land developers, civic departments, arts and culture individuals and groups, community associations and zone boards.

8.4 The Application Process

Proposals shall be submitted to the City of Regina. Each application must include the following information:

8.4.1 A description of the project including:

- 8.4.1.1 the benefits the project will provide to the community;
- 8.4.1.2 the project location;
- 8.4.1.3 a site plan showing how the heritage material will be used in relation to new or existing structures or elements; and
- 8.4.1.4 an explanation as to how the heritage material will be interpreted for the benefit of the public.

8.4.2 If the applicant is not the owner of the land, a letter of approval from the owner must be included with the application.

8.4.3 Organizations must provide evidence (ie: bank statement) of sufficient funds to cover the cost of the project.

8.5 The Criteria for Evaluating Projects

The Heritage Building Materials Review Committee shall review applications from interested parties and apply the following criteria in evaluating projects:

- 8.5.1 the project shall be of benefit to the community;
- 8.5.2 the project or space within which the heritage building material is utilized shall be accessible to the general public;
- 8.5.3 the use of the heritage building materials shall be used in a context or manner which

enhances or complements its heritage value; and

8.5.4 depending upon the historical, cultural or architectural significance of the heritage material there may be a requirement that it remain in Regina or Saskatchewan.

8.6 Ownership

The recipient of heritage building materials received through the Heritage Building Materials Reuse Program will assume ownership of the material. If the heritage material is placed in the private sector in a location accessible to the general public, the recipient will assume ownership. If the heritage material is placed in public open space by a community organization, the organization will assume ownership. If the City of Regina places heritage material in a public open space, it will retain ownership.

8.7 Responsibilities of the Recipient

Recipients are responsible for the following:

8.7.1 The recipient is responsible for arranging and paying for the delivery of the heritage material.

8.7.2 The recipient shall assume all costs associated with the project.

8.7.3 The recipient shall ensure that the heritage material is accessible to the general public.

8.7.4 The recipient shall install for the benefit of the general public interpretive signage explaining the heritage value of the material.

8.7.5 The recipient shall protect the heritage material and preserve it in good condition.

8.7.6 The recipient shall use the heritage material according to the plan approved by the applicable City department.

8.7.7 Once the City of Regina has:

8.7.7.1 inspected the installation of the heritage material and ensured compliance with the approved plan; and

8.7.7.2 transferred ownership of the material to the recipient;

8.7.8 the City assumes no further responsibility for the project. Any costs incurred for the maintenance of the heritage material or as a result of damage, vandalism or loss of the material, are the responsibilities of the recipient.

8.8 Timelines

Applications for heritage building materials in the City's inventory may be made at any time.

8.9 The Approval Process

The Heritage Building Materials Review Committee will review the applications for heritage

building materials in the City inventory. Organizations will be notified by mail whether their request was approved. Successful applicants will be required to sign an agreement with the City that outlines the recipient's responsibilities. Once the agreement has been signed the applicant may arrange to pick up the building material.

8.10 Financial Requirements

The applicant will be responsible for all costs associated with the project. The applicant may be charged any costs incurred by the City of Regina in evaluating, transporting, or housing heritage material donated to the City of Regina.

8.11 Implementation and Inspection

The City of Regina will inspect the project to ensure compliance with the approved plan. If the recipient fails to comply with the approved plan within the period specified by the City, the City may require the return of the heritage building material at the recipient's expense.

8.12 Time Limitation

After heritage building materials have been in the City's inventory for five years:

8.12.1 The heritage material will be made available to the heritage community for disposal. The recipient will be given six months to dispose of the material and remove it from the inventory.

8.12.2 After six months if the heritage material has not been disposed of, the City may relax the criteria and allow the material to leave the province or arrange for the sale of the material or its destruction if there is no interest.

8.13 Promotion

The program will be advertised on the City of Regina Web Site, the City Page of *The Leader Post* and in heritage, architectural, landscape architectural, arts and culture and open space journals.

9. REUSE AND RECYCLING

9.1 Background

The City of Regina is committed to reuse and recycling. Reuse involves using salvaged building materials in its existing form. Recycling usually involves transforming the material by crushing or shredding so it can be put back into commerce. Reuse should be the priority since it not only conserves natural resources, but also the energy involved with manufacturing products. The priority should be to reuse as much as possible and then to recycle as much as possible. Reuse and recycling create jobs and stimulate economic development in a non-polluting energy efficient manner. In some cities lower cost reuse building materials have made it possible for lower income persons to obtain needed products at prices they can afford. The potential for reuse and recycling is vast. Huge benefits can result when the public sector and private sector work together to increase reuse and recycling. One area where potential exists to increase reuse and recycling and reduce the amount of solid waste disposal is with the demolition of buildings.

9.2 Purpose

The purpose of reuse and recycling is to provide an environmentally sound and economically beneficial method of saving energy, preventing waste and reducing the amount of waste deposited at the City landfill.

9.3 Materials to be Reused or Recycled

The following materials, if not deemed to have significant heritage value, may be considered for reuse or recycling: lumber, bricks and masonry, doors, windows, metal products, toilets, sinks, tubs, cabinets, electrical fixtures or other materials. Reused materials must be demonstrated to still meet the applicable material standards as specified in the National Building Code of Canada.

9.4 Application for a Demolition Permit

In order to encourage the reuse and recycling of building materials, property owners who apply for a demolition permit shall receive a pamphlet advising:

9.4.1 the City of Regina will issue a receipt for heritage building materials donated to the City;

9.4.2 the Saskatchewan Heritage Foundation will issue a receipt for reusable building materials donated to the foundation;

9.4.3 the City of Regina has placed a ban on disposing heritage building materials at the City landfill that the City proposes to salvage (see section 10.0 Disposal);

9.4.4 a description of the organizations in both the public and private sectors involved with reuse and recycling.

The intent is to increase the reuse and recycling of building materials by making property owners aware early in the planning stages of a project of the various options for reuse and recycling and the benefits available.

10. DISPOSAL

10.0 Background

Diverting reusable building material from disposal at the City landfill should be encouraged. Only those materials that the City landfill can recycle (ie: refrigerators, stoves, washers, dryers or recyclable clean asphalt, concrete, gravel and brick) or materials for which there is no alternative use should be disposed at the landfill.

10.1 Ban On Disposing Heritage Building Materials at the City Landfill

10.1.1 Purpose

The purpose of placing a ban on disposing reusable heritage building materials at the City landfill is threefold:

- 10.1.1.1 to act as a deterrent to property owners demolishing heritage building materials;
- 10.1.1.2 to encourage reuse; and
- 10.1.1.3 to reduce waste disposal at the City landfill.

10.2.2 Enforcement

If an agreement cannot be reached with the property owner to donate the heritage building material the Heritage Building Materials Review Committee proposes to salvage from demolition, the following procedures shall be followed in order to monitor and enforce compliance with the ban on disposing heritage building materials at the City landfill.

- 10.2.2.1 A description of the banned heritage building material shall be included in the Application for Demolition circulated to the various civic divisions involved with demolition.
- 10.2.2.2 The Demolition Permit issued to the applicant shall include a description of the heritage building materials banned from the City landfill and the penalty for contravening the ban.
- 10.2.2.3 Bylaw Enforcement shall be responsible for monitoring the demolition site and enforcing compliance with the ban.
- 10.2.2.4 A copy of the Demolition Permit including the following information shall be provided to the Manager of Bylaw Enforcement:
 - 10.2.2.5 the address of the demolition site;
 - 10.2.2.6 the name of the property owner;
 - 10.2.2.7 the timelines for the demolition permit;
 - 10.2.2.8 the name of the demolition contractor; and

10.2.2.9 a description of the heritage building materials proposed for salvaging.

11. CONCLUSION

The Heritage Building Materials Strategy recognizes the inevitability of change. It provides a broad range of initiatives to conserve the architectural heritage resources of Regina that are threatened by demolition. The success of the strategy depends on property owners, the City of Regina and conservationists working together to achieve this goal. Without a comprehensive strategy to identify, salvage, and reuse heritage building materials proposed for demolition, these historical, architectural and cultural connections to our past would be lost forever.

For more information on the Heritage Building Materials Strategy contact the City of Regina at:

Service Regina
306 777-7000
www.regina.ca