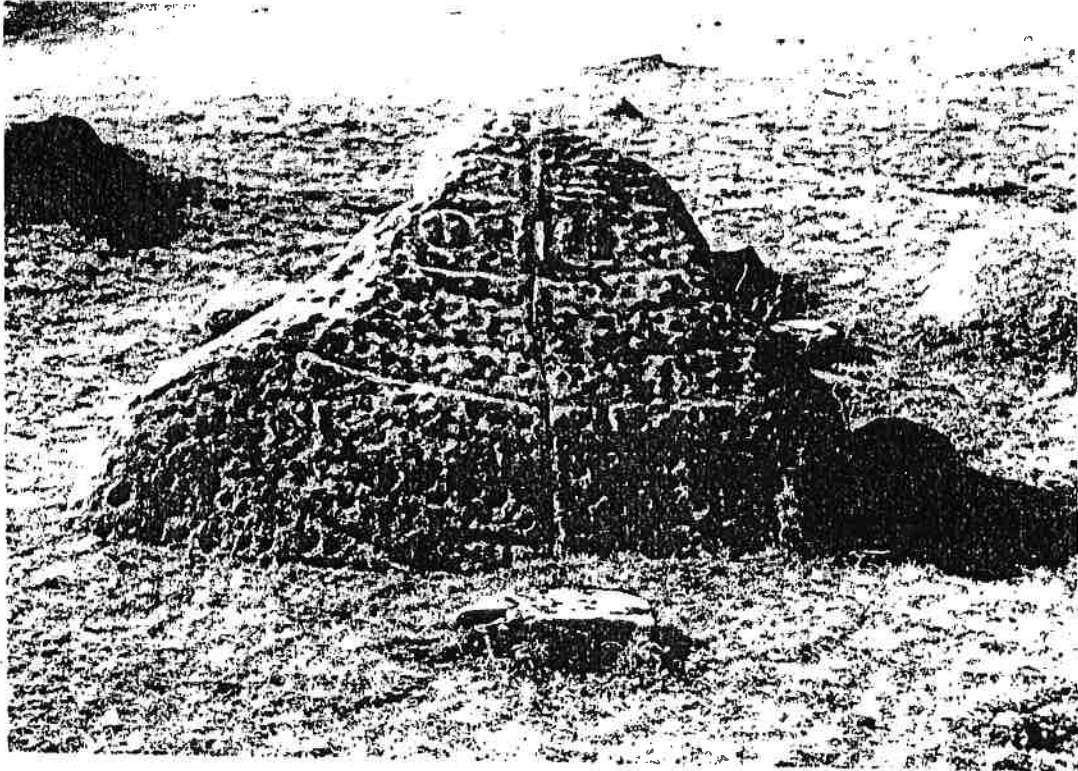# A New Vision For Saskatchewan's Heritage

Interim Heritage Council

FINAL REPORT - JANUARY 1999

Prehistoric Petroglyph Site near Herschel

25 January 1999

The Hon. Carol Teichrob
Minister of Municipal Affairs, Culture and Housing
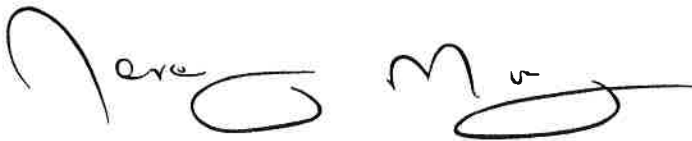The Legislature
Regina, Saskatchewan
S4S OB3

Dear Ms. Teichrob:

I am writing to forward the Report of The Minister's Interim Heritage Council. The process involved in developing the Report has been thorough and extensive with wide consultation on the Council's part. Members are confident that our work has resulted in the articulation of a broad vision supported by thoughtful analysis and substantial conclusions that will contribute significantly to the advancement of heritage in Saskatchewan.

Throughout this work, we have been deeply impressed with the insight into and devotion to our heritage that our citizens exhibit. The passion and love that people of Saskatchewan hold for our history and our physical and intangible inheritance have made this welcome task both inspiring and educational. We trust that we have done some justice to the many issues and concerns raised by people from all over the Province.

One overriding belief held by the community is that heritage is not a catalogue of what is dead and gone, but the texture of daily life and the constant creation of a rich and valuable future. With the coming of our Provincial Centennial, an emphasis on the needs of our heritage is timely; it will be the best opportunity to bring much needed resources to bear on the challenges that the people have identified.

In closing, we thank you for your support and for the opportunity to have undertaken this rewarding and important task. I also wish to thank all those who helped fashion the Report: staff, volunteers, fellow Council members and everyone who shared their ideas and aspirations with us. We are confident that the Government of Saskatchewan and the heritage community will accept the challenges posed by the Report and continue the work of which this Report is only the beginning. To everyone involved in heritage, we urge you to seize the rich opportunities that a partnership between government and the community will provide so we can realise the vision that you have helped to create.

Yours sincerely,

Jeremy Morgan
Chair, Interim Heritage Council

INTERIM HERITAGE COUNCIL

FINAL REPORT

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INTRODUCTION

The Interim Heritage Council was established in November 1995 by the Minister of Municipal Government in response to one of the seven proposals for change included in the discussion paper, *Responding to the Community: Proposals for Cultural Development*, which had been released earlier that year.

The **mandate** given to the Interim Heritage Council was:
- to examine the desire and potential of consolidating heritage funding within one agency or structure, and
- to develop a report which reviews the entire spectrum of heritage issues, to complement the work of previous arts and multiculturalism task forces.

The **objectives** of the Interim Heritage Council were:
- to review the current state of heritage policies, programs, and activity in the province of Saskatchewan (and to examine similar policies, programs, and activities in other jurisdictions where applicable);
- to review the needs, interests, and priorities of heritage organizations and agencies, First Nations, Métis Nation, heritage workers, government departments, and the general public in all areas of heritage activity;
- to identify priorities for the 21st Century in heritage conservation and development;
- to recommend appropriate roles and responsibilities for government, First Nations, Métis Nation, legislated heritage agencies, non-government heritage organizations, and others in the management of Saskatchewan's heritage resources;
- to develop recommendations for the Government of Saskatchewan to guide the delivery of support and services to the heritage community, and
- to recommend strategies for implementing the recommendations which are cost-effective and achievable.
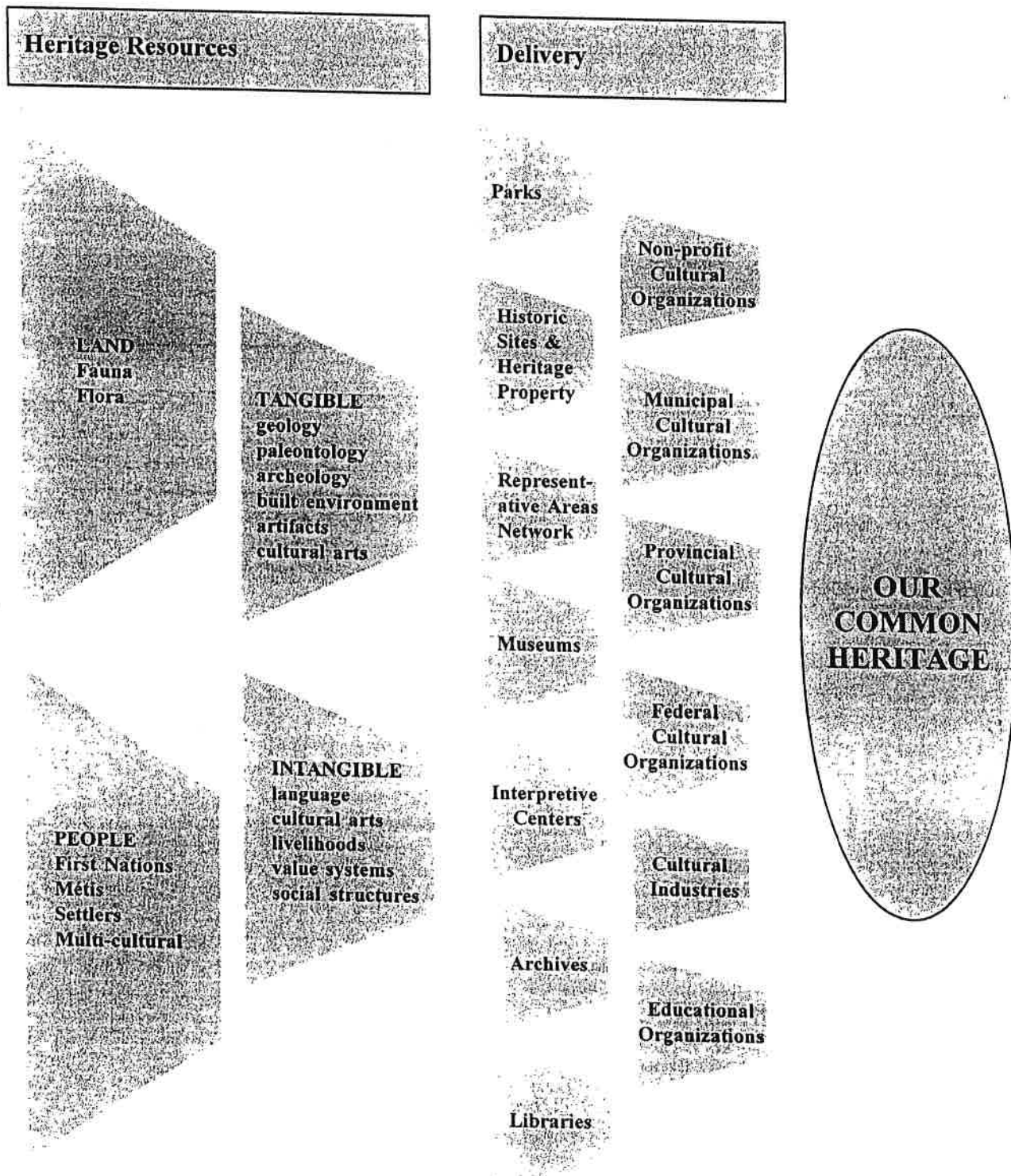
In addition to these objectives, the Council members identified the need to compare the economic, social, and spiritual costs and benefits of heritage and develop a strategy for a sustainable future.

The members of the Interim Heritage Council represent a broad range of skills and experience with professional and volunteer-based heritage activity in Saskatchewan.

Consultation meetings were held with the heritage community in March 1996 to gather advice on the issues to be addressed. In June, the Council distributed a discussion paper, *Perspectives on Heritage*, to the heritage community throughout Saskatchewan. The discussion paper asked members of the community for their vision of heritage in the province and for their views on a range of current heritage issues.

The Interim Heritage Council received more than thirty thoughtful and detailed written responses to the discussion paper. In October and November, Council members met with individuals and groups in La Ronge, Prince Albert, Saskatoon, Yorkton, Estevan, Swift Current, Regina and North Battleford for further discussion of the issues raised. Council members also discussed heritage issues within the First Nations and the Métis Nation, met with experts in the fields of human resources, new technology, natural heritage, and tourism and consulted with representatives of heritage organizations on the question of an umbrella heritage structure. In addition to these consultations, the Council conducted research, analysis and extensive deliberations to produce this report.

HERITAGE IN SASKATCHEWAN

Heritage Resources

Delivery

LAND
Fauna
Flora

TANGIBLE
geology
paleontology
archeology
built environment
artifacts
cultural arts

PEOPLE
First Nations
Métis
Settlers
Multi-cultural

INTANGIBLE
language
cultural arts
livelihoods
value systems
social structures

Parks

Historic Sites & Heritage Property

Represent-ative Areas Network

Museums

Interpretive Centers

Archives

Libraries

Non-profit Cultural Organizations

Municipal Cultural Organizations

Provincial Cultural Organizations

Federal Cultural Organizations

Cultural Industries

Educational Organizations

OUR COMMON HERITAGE

SUMMARY RECOMMENDATIONS

The complexity of heritage activity in Saskatchewan has increased over the years, to the point now where more coordination among the many, many organizations that focus on heritage would be beneficial. No forum exists where coordination of heritage activity and issues can be pursued. The Interim Heritage Council has concluded that steps should be taken to move toward such a forum and that it should include both public sector and community-based heritage organizations.

The Interim Heritage Council makes the following recommendations.

1. Dual organizations should be developed at this time. The heritage community should form a heritage caucus within SaskCulture and negotiate with the SaskCulture Board to secure the staff and resources to serve it goals. At the same time, the Government of Saskatchewan should begin to coalesce Provincial heritage activity (with the exception of nature parks and protected lands) under the governance of a single Board and organization.

2. A Heritage Caucus within SaskCulture

   The heritage community should start now to develop a heritage caucus under the SaskCulture umbrella. Efforts should be made to ensure that all members of the heritage community participate as members in SaskCulture. A heritage caucus should then negotiate with the SaskCulture Board to secure staff and resources to deliver a heritage program that will give the heritage community a voice and a forum to coordinate their activity.

   SaskCulture's heritage program should be designed to:

   - facilitate communications within the heritage community and with others. This could include events like the 1996 Heritage Forum, publications, database development, and new technologies;

   - promote heritage generally, co-ordinate public education programs, and encourage development of school curriculum;

   - co-ordinate heritage worker professional development;

   - advocate for heritage;

   - provide policy guidance to SaskTrust on the allocation of lottery funds to heritage activities.

   The heritage program would be financed by a combination of membership fees and SaskCulture's trust allocations.

   The Interim Heritage Council calls on SaskCulture to convene a meeting of the heritage community to start the process of forming a heritage caucus. Both SaskCulture and the Government of Saskatchewan are called on to provide support to the process of putting this new structure and program in place.

3. Government Agency

   Simultaneously, the Government of Saskatchewan should begin to consolidate its heritage activity into a heritage agency. At this time, agency directors would be entirely appointed by Government and should represent broad public interest from across Saskatchewan. It is recommended that the Government invite nominations for such a Board from the heritage caucus of SaskCulture. One concept for a agency is to restructure the Saskatchewan Heritage Foundation and consolidate Provincial heritage activity under its Board and with its own staff.

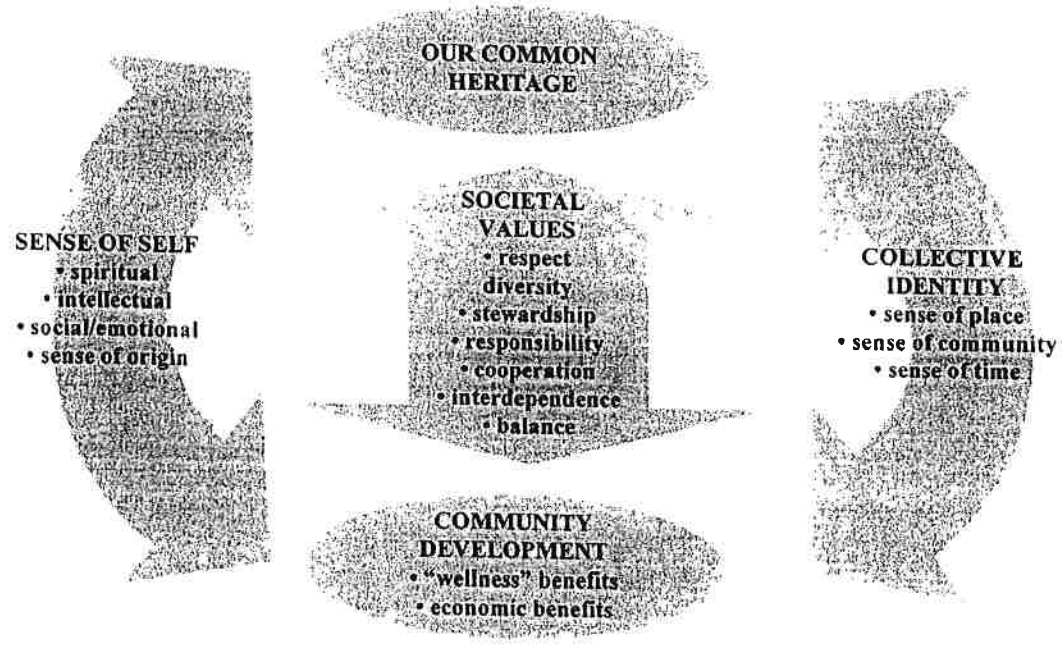   The agency would be designed to:

   - act as the recognized and coordinated steward of Provincial heritage resources (tangible and intangible);

   - provide executive governance to several public institutions, including the Royal Saskatchewan Museum, Government House, and Claybank;

- facilitate communications among the Provincial heritage institutions and with others, including Tourism Saskatchewan. This could include publications, database development, and new technologies;

- establish a working partnership with the heritage caucus of SaskCulture;

- establish policy on the allocation of public funds to research, operating, project, and capital heritage activities in Saskatchewan (with the exception of lottery proceeds);

- administer funding programs to heritage, including existing provincial heritage institutions and the current Saskatchewan Heritage Foundation programs; and

- priorize the many issues outlined in Chapter II and develop a strategy to address these concerns.

4. Powerful imagery should be developed as the central theme for the upcoming Saskatchewan Centennial that shows our common heritage as the foundation for the future strength of Saskatchewan.

The celebration of the Saskatchewan Centennial represents an excellent opportunity to think about what kind of society we build for the future. This can only be done well in the context of our common heritage.

5. The Government of Canada's investment in heritage activity in Saskatchewan is much lower than for any other part of the Country, based on per-capita expenditures. The heritage community and the Government of Saskatchewan should work with Federal officials to develop a strategy to increase the Federal contribution to heritage activity in this province.

OUR COMMON HERITAGE

SENSE OF SELF
- spiritual
- intellectual
- social/emotional
- sense of origin

SOCIETAL VALUES
- respect
- diversity
- stewardship
- responsibility
- cooperation
- interdependence
- balance

COLLECTIVE IDENTITY
- sense of place
- sense of community
- sense of time

COMMUNITY DEVELOPMENT
- "wellness" benefits
- economic benefits

CHAPTER I
A NEW VISION FOR SASKATCHEWAN'S HERITAGE

What is Heritage?

"Heritage" once referred to ancient relics from the past, dusty documents, and old buildings. Today, heritage means much more. Many aspects of cultural heritage are intangible. Values, customs, spiritual and philosophical beliefs are expressed in languages, stories, songs, work, skills, games, dance, ceremonies and social institutions. These manifestations of cultural heritage are the means by which we express ourselves and interact with one another. They can not be held in the hands or passed unchanged from one generation to the next, but they are nevertheless essential to our culture and our sense of self.

A more recent and comprehensive definition of heritage, from the United Nations Educational, Scientific and Cultural Organization (UNESCO) is as follows:

> . . the products and witness of the different traditions and spiritual achievements of the past . . an essential element in the personality of the people . . .

For immigrants to Canada and their descendants, heritage means connecting with their original culture. Governments in Canada have traditionally protected the intangible aspects of heritage through the promotion of multiculturalism. As a method of increasing tolerance for other races and cultures, the promotion of multiculturalism has had a fundamental influence on the acceptance of cultural diversity in Canada. Differences in language, customs and values can make it more difficult for us to relate to one another unless the differences are understood by all parties. Knowledge of the many heritages that make up our communities helps to create social harmony in a pluralistic society.

An awareness of the intangible aspects of cultural heritage is crucial to understanding the cultural heritage of the original people of Canada. The First Nations were less focused than European cultures on the production and ownership of objects.

Tangible or intangible, heritage resources are non-renewable. This is apparent in the case of physical objects, buildings and sites, which deteriorate with age and exposure. It is also true of languages and traditions, skills and ceremonies, which are forgotten if they are not used and which tend to change when they remain part of a living culture. If we are to remember and learn from the past, both tangible and intangible heritage resources must be carefully managed, documented and preserved. The present generation owes a duty of stewardship, collectively and individually, to both past and future generations. Effective stewardship requires that the objects and traditions which define our culture be identified and preserved, that their history, purpose and use be researched and understood, and that this knowledge be accessible by the public.

> Heritage is a culture's common inheritance - those things that a culture agrees must be kept or preserved for the future, and understood for their importance in reflecting history and cultural values. . . . Part of our collective inheritance includes things that exist and are very relevant to the present: tangibles such as Saskatchewan-born inventions, tools, buildings and works of art; and intangible items that guide our actions every day, such as language and customs.
>
> Saskatchewan Council of Cultural Organizations

Cultural heritage is not static. Interpretations of the past are shaped by events of the present. The most pressing heritage issues change from one moment to the next. Ideas about which aspects of the past should be preserved will continue to change.

Saskatchewan's Heritage Tradition

Saskatchewan has a distinct cultural heritage, rooted in the landscape and composed of the cultures of the many peoples and our relationships with one another. Saskatchewan's natural environment is

inseparable from the larger natural environment of which it is a part. At the same time, it is unlike any other place. Similarly, our cultural heritage is part of the cultural heritage of Canada and of the world, and yet uniquely ours, particular to this province.

We see ourselves as a tolerant people, accepting of cultural diversity and respectful of others. Our museums and our heritage celebrations have reinforced this self-image. But in fact, our relationships with one another have not always been happy ones. The settlement period of Saskatchewan's history was often presented as a time of social harmony among people of many cultures, but historians have shown that distrust and conflict also occurred. The mistreatment of Canada's First Nations people by the European newcomers and by successive federal and provincial governments is becoming better known. Economic strife and social disparity are part of our history and produced many of the institutions that have become characteristic of Saskatchewan.

A vibrant cultural community of writers, artists, crafts people, and inventors draw on cultural traditions from many parts of the world to give voice to our sense of self and place, and to the spiritual awareness fostered by intimacy with a "living sky".

We have a tradition of nurturing awareness of our heritage. Efforts to document and preserve Saskatchewan's natural history were made as early as 1906, when the Province mounted an exhibit of natural history specimens for the Dominion Fair in Halifax. From this small collection the Royal Saskatchewan Museum eventually grew. The specimens became the core of a collection of "natural history specimens and objects of historical and ethnological interest" which were maintained by the Department of Agriculture in several display cases scattered throughout the Legislative Building. In 1913, the first museum employee was hired and began to deliver educational programs to the school system. When the exhibits were moved to the Regina Normal School in 1916, the first provincial museum in the prairie provinces found its first home.

Controversy attended one of the first heritage events in Saskatchewan: the erection of plaques

commemorating the battles of Cut Knife Hill and Batoche by the Historic Sites and Monuments Board of Canada, during the 1920's. The Board asked Colonel Otter, the defeated commander of the British forces, to write the inscription for the plaque at Cut Knife Hill. "Having lost that battle forty years earlier, Otter now won in words what he had lost in fact."[1] Following protests by Poundmaker Reserve and the University of Saskatchewan, Otter's "victory" was deleted from the inscription, but Poundmaker's victory remained unacknowledged. At Batoche, the first inscription was in English only and referred to the Métis as "rebels." The Board responded to demands for a French inscription, but retained the word "rebels" in the English text until 1938.

> **Concern about preserving [Saskatchewan's] heritage is so integral a part of the fabric of Saskatchewan society that it forms part of the background. Its presence is so normal that it is taken for granted and often goes unrecognized.**
>
> Ian Wilson, Saskatchewan Heritage Conference, 1978.

Saskatchewan was a pioneer of provincial archives. From the earliest years of the province, both the university and the provincial government attempted to preserve historical documents. The Legislative Library had an archives branch as early as World War I. At about the same time, Professor A. S. Morton began collecting historical documents for the University of Saskatchewan Library. In 1937, a Historical Public Records office was established at the University under the direction of Professor Morton. The creation of the Saskatchewan Archives Board by *The Archives Act* of 1945 formalized the co-operation between the University and the provincial government in the collection and preservation of Saskatchewan's documentary

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[1] Don Kerr, "In Defence of the Past: A History of Saskatchewan Heritage Preservation, 1922-1983" in *Prairie Forum*, Vol. 15, No. 2 (Fall 1990), p. 279.

heritage.[2] The early establishment of an archives providing "ease of access to a large selection of well-documented public and private records" has resulted in to the publication of more history on Saskatchewan than on either of the other prairie provinces.[3]

The Western Development Museum got started in the 1940's when local residents and amateur historians, anxious to preserve the memory of pioneer farming traditions, began storing antique farm implements and other artifacts in a stable in North Battleford. When the Canadian government began collecting old farm machinery as a source of scrap metal for munitions factories and declared the stockpiling of scrap metal illegal, the urgency of the project increased. One of the local enthusiasts was J. L. Phelps, Saskatchewan's Minister of Natural Resources. He wrote to farmers seeking donations, organized truck trips across the province to collect artifacts, and made a point of ferreting out historically valuable farm machinery while travelling around the province. It is said that he made some of his best finds from the air, while flying over farmland. As a result of these efforts, the first agricultural museum was established in a hangar in North Battleford in 1947 and the Saskatoon branch was begun a year later. In 1949 *The Western Development Museum Act* was proclaimed. The Yorkton museum was started in 1950 and the most recent Western Development Museum opened in Moose Jaw in 1976.[4]

Throughout Saskatchewan's history, a committed volunteer force has been the foundation of heritage activities. Dedicated amateurs were the driving force behind the creation of our flagship heritage institutions and volunteer labour is crucial to their

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[2] Joan Champ, "Arthur Silver Morton and His Role in the Founding of the Saskatchewan Archives Board," in *Archivaria*, No. 32 (Summer 1991), pp. 101-113.

[3] David Smith, "Celebrations and History on the Prairies," in *The Journal of Canadian Studies*, Vol. 17 (Autumn 1982), p. 46.

[4] Monique Roy-Sole, "Grass-roots Heritage," in *Canadian Geographic*, June/July 1991, pp. 22-30.

continuing operations. The enthusiasm of the people of Saskatchewan for their heritage is attested to by the shelves of local histories, family histories, and personal reminiscences published by local groups with no thought of gain, by the many multicultural celebrations run by volunteers, and by hundreds of community-run or private museums.

> The quality of the lifestyle and, in some instances, the very survival of our rural communities requires the support of active and meaningful volunteer services.
>
> Volunteers in Rural Saskatchewan: A Report
> January 1991

Widespread enthusiasm for heritage activities of various kinds has led to a proliferation of local and provincial organizations that assist their members in pursuing particular heritage interests. Thousands of Saskatchewan residents are involved in heritage organizations that provide such services as training, newsletters, advocacy, networking, marketing, professional development, and funding. Volunteer members of the Saskatchewan Archaeological Society conduct archaeological field research. Members of the Saskatchewan Genealogical Society collect information to add to their library, the largest genealogical library in Canada. Nature Saskatchewan helps document and preserve the natural flora and fauna of the province. Local history enthusiasts establish and operate community museums with the assistance of the Museums Association of Saskatchewan, or collect oral histories and reminiscences with the support of the Saskatchewan History and Folklore Society. Individuals organize themselves into groups to preserve heritage buildings and districts, foster education in heritage and indigenous languages, conduct research into the histories of particular themes, events, buildings or people, and document a passing way of life.

Public interest in commemorating the history of the province was evident in the celebration of Saskatchewan's first fifty years as a province in 1955. The Saskatchewan Golden Jubilee Committee, established by the Province to promote Saskatchewan culture to residents of the province as well as to visitors, initiated the festivities through its

subcommittees on historic sites, creative activities, community activities, tourist promotion, publicity, exhibits and homecoming. Community activities were an essential element in the success of the celebration. Each community chose its own program and projects and selected its own dates for celebration. Each community was asked to honour the pioneers of the area in a lasting way, such as with a cairn, historic marker, local history, park or picnic ground. Although the subcommittee provided no financial assistance, four hundred and thirty communities organized local jubilee celebrations.

The subcommittee on historic sites made a lasting contribution to the heritage of the province by initiating a program of marking historic sites and trails, publishing histories, and promoting research. A new building for the Museum of Natural History, now the Royal Saskatchewan Museum, was the Province's permanent memorial to the Golden Jubilee and the major expenditure by the provincial government.

> **Saskatchewan has a kind of latent nationhood not found in other parts of the country.** We are quite vigorous in writing our own history.
>
> Librarian, Estevan Public Library

A comparison between the 1955 Jubilee and the 75th anniversary celebrations in 1980 reveals that interpretations of Saskatchewan's heritage were changing. The 1955 celebrations emphasized the land and the achievements of the settlement period, honouring "eminent pioneer citizens". Multiculturalism was present, but not emphasized. One piece of official literature promoting roadside cleanups used the Doukhobor Prayer Home in Verigin, now a provincially designated historic building, as an example of an eyesore. Aboriginal cultures were barely acknowledged. Chief Dan Kennedy, the only Indian member of the Golden Jubilee Committee, was unable to organize a specifically Indian event. It was reported that the subcommittee on Creative Activities (composed of the members of the Saskatchewan Arts Board) "more than most subcommittees provided an opportunity for participation by the Indian

population of the province".[5] The same subcommittee decided early in the process that they would be "wise to stay clear of Louis Riel".[6]

The 1980 "Celebrate Saskatchewan" was distinguished from the earlier celebration by its evident sense of cultural diversity. The organization of events remained decentralized, but this time grants were offered to local communities for special projects such as local histories. One of the most significant government initiatives was the creation of a multicultural education office to promote the study of languages other than English and French, to increase their use as languages of instruction, and to develop programs to recognize Saskatchewan's diverse cultural heritage.

Although the Aboriginal population was still far from a full partner in the celebrations, policy makers were increasingly concerned about this fact. An advisory body on culture was "convinced of the impossibility of dealing with Indian and Métis culture in the context of a general cultural policy" and recommended that a study be undertaken which would involve the people themselves and be led by "someone who is a part of the culture".[7]

The failure of early attempts to promote Aboriginal cultures was hardly surprising. The First Nations faced forced suppression of their cultures since the signing of the Treaties with profound effects on their communities and families. When the Golden Jubilee was being celebrated, generations of children were required to live in residential schools where, we now know, they often experienced abuse.

Only in recent years have the First Nations gained the freedom and confidence to practice their cultures openly. The reviving strength of First Nations and

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[5] Saskatchewan Archives Board, *Report of the Saskatchewan Jubilee Committee* (Regina, 1956)

[6] Saskatchewan Archives Board, Records of the Saskatchewan Golden Jubilee Committee, I.23, 28 Aug 1953.

[7] Saskatchewan Archives Board, *Report*, The Cultural Policy Secretariat (Regina, September 1980), p. 53.

Métis traditions has already had profound effects far beyond the heritage community. The justice system, education system, and business community are changing to better reflect the contributions of Aboriginal culture. Governments have felt the effects as the First Nations' work towards forms of self-government which integrate cultural traditions into building a better future.

> **Traditionally, in First Nations cultures, there is no dividing line between heritage and culture ..** .... In essence, the past is an ever-expanding stage on which the present is enacted. Natural and cultural heritage can not exist independently. They are related and interdependent. The hierarchy of existence is as follows: the Creator, Mother Earth, the Plants, the Animals, and Man. Man is the most dependent member, the one who contributes the least, within the grand schema which is Creation. It is not Man's place to attempt to alter the natural order. Instead, he must humbly acknowledge his dependence and seek to live in harmony with his natural relatives. From a traditional First Nations perspective, all aspects of human action and interaction are aspects of culture, or "the ways of the people".
>
> Saskatchewan Indian Cultural Centre

The First Nations heritage resources which have survived are the basis for this cultural resurgence. First Nations people are researching the histories of their families, bands and nations, documenting and learning indigenous languages, retelling old stories. In order to ensure appropriate stewardship of their heritage, they are repatriating artifacts, taking control over heritage resources located on reserves, and negotiating co-management agreements for off-reserve sites. Heritage community support for these efforts and public investment in the preservation, rejuvenation, and maintenance of First Nations heritage will ultimately decrease the amount expended to address the social maladies resulting from past cultural suppression.

Saskatchewan's centennial celebration in 2005 will be an opportunity to reaffirm our tradition of stewardship of our heritage resources, to support the cultural resurgence of the First Nations and Métis peoples, and to celebrate our heritage of cultural and natural diversity.

Challenges and Opportunities

As we consider the future, the Heritage community is cognizant of the following trends in the Saskatchewan reality.

Urbanization

Saskatchewan was once a rural province. In 1905, most Saskatchewan people were farmers or earned their living serving the farming population. Hundreds of small communities sprang up to serve the needs of the agricultural economy.

As early as the 1920's, the arrival of the automobile meant the decline of some small communities as people were able to travel farther. The Depression of the 1930's reduced the rural population and consequently the number of villages and towns. The 1950's brought boom times for agriculture, but the number of small towns continued to decline as highways and vehicles improved. Since the 1960's, the farm population has declined dramatically as farm size has increased.

Today more than 70% of the Saskatchewan population lives in cities and towns. The larger communities, those which continue to provide essential commercial and cultural services, have been growing.[8]

> **As public funds are reduced and as governments withdraw their presence in rural Saskatchewan, how will heritage resources be protected and presented by a declining population?**
>
> Meeting Participant

Urbanization has several implications for the heritage community. Much heritage activity came from our small towns and villages. Many local

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[8] A detailed discussion of this process can be found in Jack C. Stabler and M. Rose Olfert, *The Changing Role of Rural Communities in an Urbanizing World: Saskatchewan 1961-1990*, and *An Update to 1995* (Regina, Canadian Plains Research Centre, 1991 and 1996)

histories were compiled and the sites of schools and churches marked by people inspired by love of their community. Saskatchewan has more museums *per capita* than any other province, many of them run by volunteers dedicated to preserving the memory of the pioneers who built their community. Change inspires heritage activity. For some communities, their last chance to save something of the past is now.

Changing definition of community

Small communities have been the source of much of our idea of what Saskatchewan is, our collective identity and our way of life. But community is more than geography. Community is the people who join together within an area to socialize, to worship, or to solve common problems, and the quality of their relationships with one another. As our province urbanizes and people move to the cities, we still need the human connections and the sense of community our small towns and villages once provided. Heritage organizations play a central role in the creation of the sense of community identity.

Aging population

As our population urbanizes, it is also aging. Saskatchewan, along with Prince Edward Island, has the highest older adult population of any Canadian province. The proportion of our population aged 65 or older has increased from 8.1% in 1951 to 13.8% in 1991. Saskatchewan's birth rate is the highest in Canada, but the proportion of elderly people continues to increase because of the steady emigration of young people seeking jobs.

The elderly are not distributed evenly throughout the province. They tend to be concentrated in small communities and in the core areas of the large cities. Farmers who retire often move to nearby small towns and villages in order to be closer to services and amenities without moving too far away from their families and friends. As a result, most of Saskatchewan's small towns and villages have an elderly population of 25% or more. The core areas of the large cities have a high proportion of elderly, as retired people move in from the suburbs to be closer to amenities.

An increased proportion of elderly people in the population is good news for heritage. People's interest in heritage tends to increase as they get older. Older people have more time and often more money to devote to their own interests. The retired people concentrated in Saskatchewan's small communities have built our network of community museums.

Increasing Aboriginal population

For Saskatchewan as a whole, the total population remains stable while the proportion of elderly people increases steadily. Among Aboriginal peoples, however, the trend is virtually reversed. Saskatchewan's Aboriginal population is growing rapidly and the proportion of young people is increasing. As of 1991, 43% of the Aboriginal population was under 15 years of age, compared to 24% of non-Aboriginal people.

The implications for heritage of these population trends are profound. In villages and urban centres, the elderly find themselves close to an increasing youthful Aboriginal population, which is similarly concentrated on reserves close to small towns and in the urban core areas. The resulting proximity of two populations widely separated by both age and culture can lead to mutual suspicion and distrust, which can be mitigated if each group understands and respects the other's heritage and culture. The cultural resurgence currently under way in Aboriginal communities provides a basis for the reconstruction of First Nations families and communities. It also provides an opportunity for non-Aboriginal people to develop a deeper understanding of the history and culture of their neighbours.

Increasing levels of education

The average level of education in Canada has dramatically risen in the last generation. In 1961, only 11% of adult Canadians had some post-secondary education, but by the end of the century, this segment of the population will be close to 40%. Education is the most important factor in the likelihood a person will take part in cultural activities and is also an important indicator of their likelihood to travel in order to do so.

Greater cultural diversity

The population of Canada as a whole, including Saskatchewan, is becoming more culturally diverse. Whereas four fifths of immigrants to Canada once

came from countries of European heritage, now three quarters come from Africa, Asia, the Caribbean, and Latin America. Increasing cultural diversity increases the need for awareness and understanding of other heritages and can provide us with a more diverse cultural heritage to enjoy.

Increased cost of providing access to heritage
While heritage resources are dispersed throughout the province, the audience and stewardship resources are becoming more concentrated in a few urban centres. It has be found that older people take a greater interest in history, so Saskatchewan's aging population will place more demands on heritage organizations. The relative increase in the Aboriginal population and the need to increase their role in managing heritage resources will add new dimensions to the heritage community. These factors translate into increased costs.

As well, we have a heritage infrastructure (buildings and facilities) that was largely built decades ago and, in some cases, needs attention. We have essentially been "building" our heritage infrastructure for the last 100 years and have now reached the point where it is difficult to maintain what we have. Large capital expenditures are required to continue to house original documents and artifacts in the climatic conditions that will ensure their long-term survival. If we intend to sustain our collection programs, more trained and skilled professional staffs will be needed to catalogue and provide access to documents and artifacts, to present exhibits, to conduct archaeological digs, to restore historic buildings. Most of the support for these essential heritage activities comes from government - federal, provincial, and municipal. In recent years, there has been less money available from the public sector, so heritage infrastructure and human resources have suffered from lack of funds.

The financial challenge to the heritage community is two-fold.
- First, heritage must remain on the public's agenda. Widespread public awareness of the purpose and effects of heritage activity would generate more participation, secure stable public funding, and attract new support from the private sector.
- Second, we must establish partnerships to increase our effectiveness. These partnerships

can be created with the heritage community and with others, such as the tourism industry, educators, and the media. We must increase financial support for heritage activity through a combination of private and public sector sources, self-generated revenue, and cross-sectoral marketing initiatives.

The prospects for creating such new opportunities are good. Tourism is a dynamic sector of our economy and cultural tourism is one of the fastest growing components of this sector. Demographic trends suggest that the demand for cultural heritage experiences is likely to be even greater in the future. Studies such as the *Saskatchewan Arts Consumer Profile*, compiled by Saskatchewan Municipal Government, have shown that interest and participation in cultural activities tends to increase with age, community size, and education.

These challenges and opportunities represent some of the external factors that influence how our provincial heritage is valued and understood by the Saskatchewan public. Other factors facing the heritage community emerged through consultations with stakeholder groups in the areas of conservation, preservation, research, interpretation and development. Chapter II summarizes the key points presented to the Interim Heritage Council through consultations.
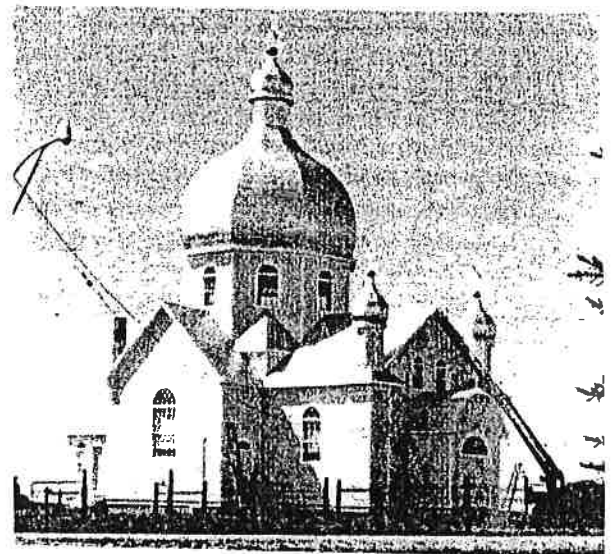
St. John the Baptist Ukranian Catholic
Church - Smuts

A Profile of the Heritage Community Today

The Government of Canada
The Department of Canadian Heritage has responsibility for thirty-eight National Parks (Grasslands and Prince Albert National Parks in Saskatchewan) and one hundred and eleven Historic Sites (Batoche, Fort Battleford, Fort Walsh, and Motherwell Homestead in Saskatchewan), a number of National heritage institutions in the Ottawa-Hull area, and delivers programs in heritage languages, museum assistance, festivals, the Canadian Heritage Information Network, and the Canadian Conservation Institute. The Government of Canada has specific powers under the Constitution to make laws in relation to Aboriginal peoples and special trust-like, fiduciary and financial obligations to Aboriginal peoples.

Government of Canada expenditures on heritage in Saskatchewan ($10.80 per capita in 1995-96) is the lowest for any province or territory in the country and less than half the national average.

The Government of Saskatchewan
The Government of Saskatchewan is the primary steward of heritage resources within the province. The Heritage Branch of Saskatchewan Department of Municipal Government undertakes planning, research, regulation, inventory management, and policy development. The Saskatchewan Heritage Property Review Board and the Saskatchewan Heritage Advisory Board are appointed by the Minister of Municipal Government to provide independent judgement on heritage property designation and policy issues. The Government of Saskatchewan operates or funds most large heritage institutions in the Province and enables the Saskatchewan Heritage Foundation and SaskCulture (through the SaskTrust structure) to provide funding programs to the larger heritage community. It also provides the legislative framework to enable municipalities to protect heritage resources. Saskatchewan Environment and Resource Management is responsible for the protection of our natural heritage and operates the provincial parks, including the provincial historic parks.

The Government of Saskatchewan designates lottery proceeds to the Saskatchewan Lotteries Trust Fund for Sport, Culture and Recreation (SaskTrust). The Cultural Division of SaskTrust is administered by SaskCulture, working with the elected Cultural Advisory Committee to distribute culture's share of lottery funds to eligible organizations.

Government of Saskatchewan expenditures of $45.03 per capita (1995-96) are above the provincial average in Canada of $39.32.

Municipalities
Municipalities are responsible for the stewardship of heritage resources of local significance. Many municipalities provide a building for their local museum, pay utilities, waive property taxes, offer operating grants, and/or provide project funding to local historical societies.

Municipalities in Saskatchewan spent $49 million on heritage activity in the 1994 calendar year. Of this total, 94.4% was spent on libraries. This left 5.6% or $2.7 million for other heritage activity.

Fourteen Saskatchewan municipalities have established Municipal Heritage Advisory Committees to assist with the process of designating municipal heritage buildings and sites and to provide advice on heritage matters.

> We believe that each and every individual in a society plays a role in defining its culture. We also believe that the culture of a society is constantly changing or growing because people are constantly changing. . . . Within this constantly changing environment SHFS sees heritage as the sign posts along the way which lets us know where we have come from. Heritage and Culture are inseparable. Culture is the ever changing finished product. Heritage is the recording of the changes which have taken place to give us the current version of this finished product.
>
> Saskatchewan History and Folklore Society

Community
Public enthusiasm for heritage in Saskatchewan has produced a diverse group of organizations dedicated to some aspect of heritage preservation and promotion. These include local non-profit organizations (heritage societies and museums),

business organizations (such as business districts and "heritage main street" organizations) and private corporations (often owners of heritage property). These organizations have long been an essential component of heritage activity in the Province, providing volunteer labour, private resources, and advocacy.
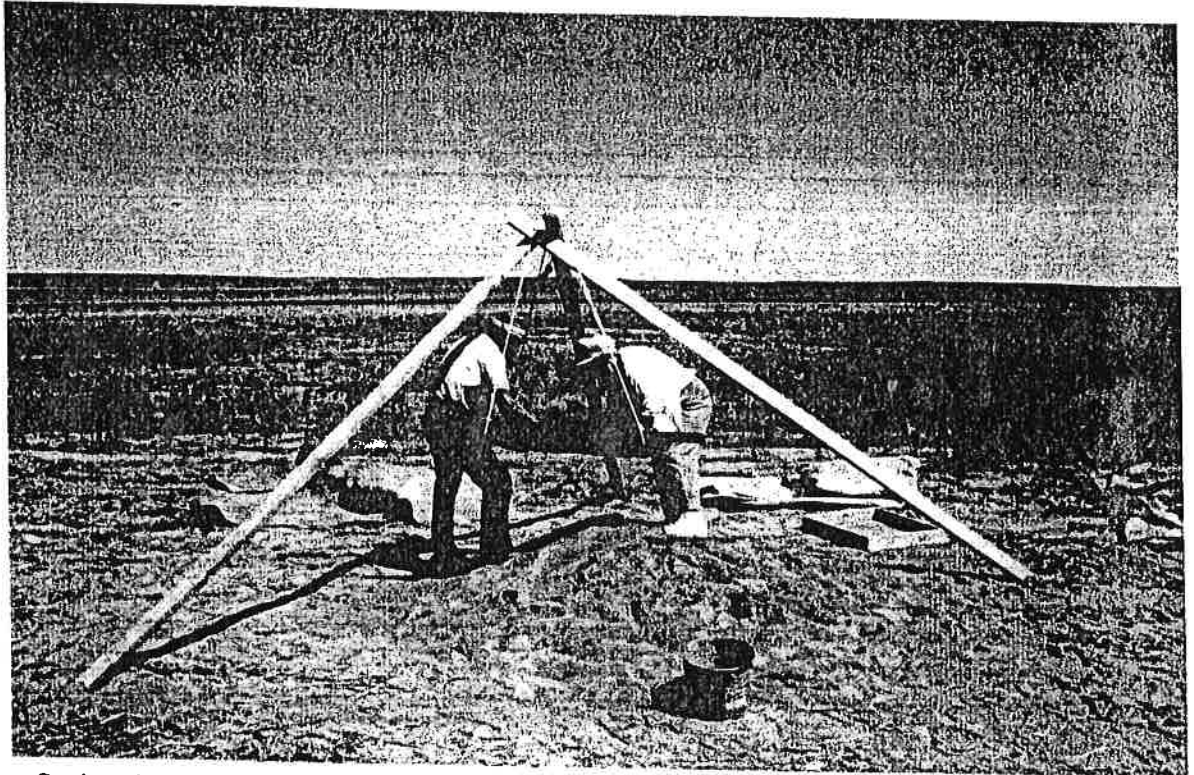
Saskatchewan Archaological Society members excavation at the Heron-Eden Site a 9000 year old Bison Kill Site near the Great Sand Hills

Federal and Provincial Heritage Expenditures
1995-96 (May 1996 Census, Municipal 1994)

|	Population	Canada $ x 1,000	$ per capita	Province $ x 1,000	$ per capita	Municipal*	$ per capita
Newfoundland	551,792	18,331	33.22	20,071	36.37	13,074	23.69
Prince Edward Island	134,557	4,506	33.49	9,417	69.99	1,095	8.14
Nova Scotia	909,282	38,160	41.97	39,414	43.35	28,404	31.24
New Brunswick	738,133	11,248	15.23	28,619	38.77	18,178	24.63
Quebec	7,138,795	149,394	20.93	295,185	41.35	187,809	26.31
Ontario	10,753,573	249,261	23.18	338,806	31.51	455,036	42.31
Manitoba	1,113,898	21,856	19.62	60,787	54.37	37,905	34.03
Saskatchewan	990,237	10,693	10.80	44,591	45.03	49,149	49.63
Alberta	2,696,826	81,673	30.28	82,381	30.55	100,579	37.29
British Columbia	3,724,500	52,387	14.07	197,091	52.92	248,163	66.63
Yukon	30,766	7,678	249.56	8,602	279.59	279	9.07
Northwest Territories	64,402	13,222	205.30	9,346	145.12	1,272	19.75
National Organizations		838					
Foreign (offshore)		1,475					
TOTAL	28,846,761	660,794	22.91	1,134,309	39.32	1,140,943	39.55

Source: Statistics Canada - 87F0001XPB

* Municipal breakdowns available only for 1994 calendar year, divided by provincial population. Statistics Canada will have 1996 numbers available in July 1998.

Heritage Expenditures in Saskatchewan by Function
(includes operating, capital, grants, transfers)
1995-96 (except Municipal 1994)
$ x 1,000

	Canada	Saskatchewan	Municipal
Museums	718	4,187	2,642
Public archives	117	2,177	
Historic parks and sites	2,896	458	96
Nature/provincial parks	6,463	12,429	
Other heritage	499	2,425	
Libraries		22,915	46,411
TOTAL	10,693	44,591	49,149

Interim Heritage Council - Final Report

Total Heritage Expenditures in Saskatchewan
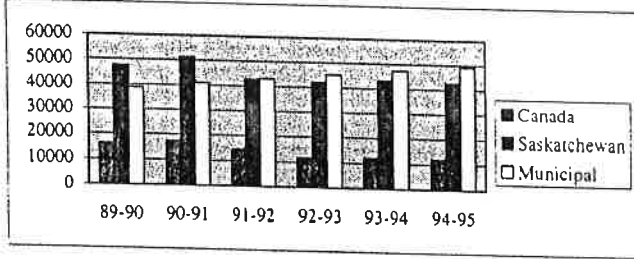
Libraries
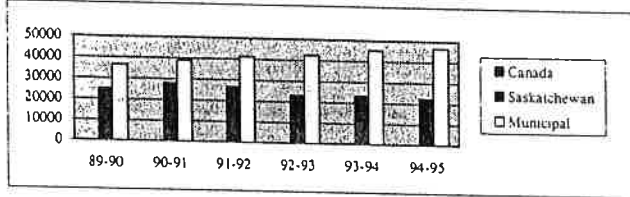
Museums

Public archives

Historic parks and sites

Nature/provincial parks

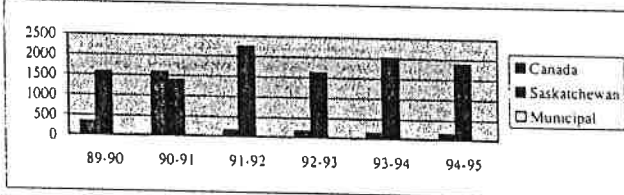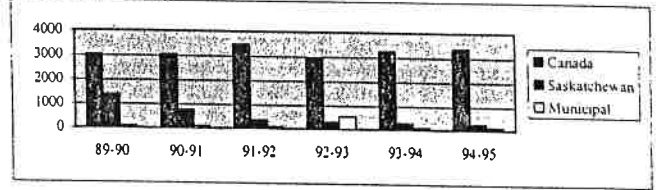**Other heritage**

Source: Culture Statistics Program, Statistics Canada

Total federal funding to heritage in Saskatchewan shows a consistent decrease. Provincial funding declined sharply in 91-92 and then remained relatively flat. Only municipal funding has "picked up the slack". The impact of increased municipal funding is very limited however, as it represents primarily library expenditures.
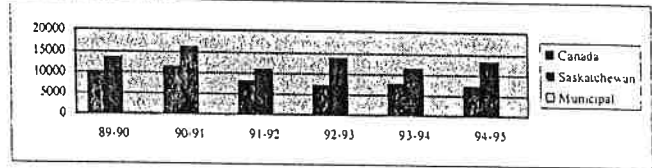
The decline in federal and provincial funding to heritage shows that senior government is not fulfilling its responsibility to oversee the heritage system. The inevitable result, if these trends continue, will be a piecemeal and unequitable heritage delivery system across the country and throughout Saskatchewan.

Prolonged decreased funding undermines the

heritage infrastructure, as capital improvements wait for year after year. A failure to keep pace with inflation means that programs wilt under the stress and important opportunities are missed.

Libraries and museums are often in communities where municipal governments have offset losses in funding from senior governments, but other heritage resources are more vulnerable. Our natural resources, First Nations and Métis resources can seldom be addressed by municipalities and rely on the protection of the federal and provincial governments. Investments in stewardship for all resources must be done by federal and provincial programs to ensure a long-term strategic approach and eliminate fragmentation.

Government of Saskatchewan
1996-97 Actual (except other dates noted)

Organization	# members	# staff Full time equivalent	expended $ x 1,000	Scope
Heritage Branch, Municipal Government		14 paid	670	annual average: •300 archeological database enquiries •1,900 land use proposals reviewed •150 investigation permits issued •50 Municipal Heritage Properties databases: •17,000 archeological sites •5,000 historic sites •35,000 photo records
Royal Saskatchewan Museum	50 indiv.	28 paid 12 volunteer	1,734	•5,000 artifacts added per year •1,000,000 items catalogued •145,000 visitors per year
Government House	400 indiv.	4 paid	150	•9,000 artifacts •51,000 visitors per year
Parks, Environment and Resource Management (1997-98 projected)		261 paid 1.9 volunteer	8,170 net (includes Commercial Revolving Fund subsidy)	•1.83% of land (1,195,822 ha) in parks •4.7% of land protected (RAN; Provincial, Federal, regional and urban parks; wildlife areas) •2.225 million visits to parks in 1997 •241,302 campground permit days 1997

Saskatchewan Legislated Organizations
1996-97 Actual

Organization	# members	# staff Full time equivalent	expended $ x 1,000	Scope
Saskatchewan Archives Board		37 paid	2120	•archival facilities in Regina and Saskatoon for government records •appraisal, acquisition, preservation, access, records management
Saskatchewan Heritage Foundation		staff time is provided by Heritage Branch	447	•average 75 matching grants per year •grants of $284, spent $119 on own project (Claybank Brick Plant) •65% - 70% of applicants receive funds
Saskatchewan Western Development Museum	900	44 paid 28 volunteer	3,407	•attendance over 200,000 per year •collection of 70,000 artifacts
Wanuskewin Heritage Park	600	28 paid 1.2 volunteer	1,399	•average attendance 70,000 per year

Provincial Heritage Organizations
Eligible for lottery funds and members of SaskCulture
1995-96 (except other dates noted)

Organization	# members organizations individuals	# staff Full time equivalent	expended $ x 1,000	Scope
SaskCulture	8 heritage org. (32 in total) currently expanding membership	8 paid	1427	•$1,019 distributed to the provincial organizations including those listed below
Museum Association of Saskatchewan	187 org. 250 indiv.	7 paid	487 *	•65% of museums are members •225 people at training sessions / year •13 geographic networks •newsletter distribution of 600 •administers Museum and Gallery Grant Program
Nature Saskatchewan	170 org. 1,492 indiv.	2 paid 2 volunteer	552 *	•program participants 9,000
Saskatchewan Archaeological Society	8 org. 597 indiv.	1.5 paid 2.3 volunteer	153 *	•22 program areas involve 2,700 participants directly and thousands more through public education •Member Funding Grants provide seed money for research projects
Saskatchewan Architectural Heritage Society	28 org. 313 indiv.	1 paid .3 volunteer	84 *	
Saskatchewan Genealogical Society Inc.	24 org. 1,069 indiv.	3 paid 24 volunteer	172 *	
Saskatchewan History & Folklore Society	487 indiv.	1.5 paid 1.7 volunteer	171 *	•150 Heritage Certificates issued •assisted 8 historical markers erected •published 65 articles
Saskatchewan Library Association	40 org. 296 indiv.	1.5 paid 1.5 volunteer	504 *	•493 attended forum & conference •115 people at various workshops •Participation: 39,881 Summer Reading Program; 5,442 Saskatchewan Library Week; 882 Write On Contest
Saskatchewan Organization for Heritage Language (1996-97)	67 org. 14 indiv.	3 paid 2 volunteer	266 *	•26 languages; 3,000 students; 25,000 hours of instruction

* calculated over the five years ending March 1996, Sask Lotteries Trust support represented an average of 58.7% of the revenues of the provincial cultural organizations that are eligible to receive it.

Provincial Heritage Organizations currently not eligible for Lottery Funds
1996-97

Organization	# members organizations individuals	# staff Full time equivalent	expended $ x 1,000	Scope
Saskatchewan Indian Cultural Centre, Federation of Saskatchewan Indian Nations, Saskatoon	72 First Nations	18 paid	1,400	•Canada's largest First Nations Cultural Education Centre •artifact collection, library, multi-media collection, Elder Liaison •publishing, production of pow wow music, website development, and delivery of workshop programs •over 700 products actively marketed representing over 9 languages
Saskatchewan Métis Sports, Culture, Recreation and Youth Inc., North Battleford	43,000	6.5 paid (contract) 3.8 volunteer	171	•"Back to Batoche" program •grant program to assist 8-10 small communities
Saskatchewan Archivists Society	114 indiv.	0 paid	14	•training programs delivered
Saskatchewan Council of Archives	31 org.	1 paid (contract)		•workshops, manuals and professional advisory services
Royal Canadian Mounted Police Museum, Regina	1,000	9 paid 1 volunteer	327	•58,800 visitors per year; •115 donations to collection (700 artifacts) per year
Saskatchewan Science Centre and Kramer Imax Theatre, Regina	2,000	22 paid	2,100	•250,000 visitors per year •4 films and 2 travelling exhibits per year
Diefenbaker Canada Centre, Saskatoon		7 paid	288	•5,000 artifacts; 3,000,000 documents; 8,000 photos •20,000 visitors per year
Wascana Centre Authority, Regina		83 paid	4,023	•participation in programs: Diefenbaker Homestead 8,820; Charter, walks & boat tours 468; Willow Island 3,886; Display Ponds 11,711; Wascana Place 10,733
Meewasin Valley Authority, Saskatoon		22 paid 27 volunteer	2,303	•17 km riverbank trails; 65,000 visits to interpretation centres; 900,000 visits annually to parks & conservation sites
Wakamow Valley Authority, Moose Jaw	175	6 paid 1.9 volunteer	390	•425,000 visits annually to valley parks

Principles for the Future

A heritage community that serves the present and future needs of the people of Saskatchewan will:
- provide effective stewardship of heritage resources, and foster excellence and professionalism;
- demonstrate and communicate the value of cultural diversity;
- enable the First Nations and Métis peoples to have cultural self-determination;
- enable communities;
- ensure that volunteers continue to play a principal role in heritage governance and delivery;
- provide equitable access to financial resources for both established and emerging organizations and for all kinds of heritage activity;
- build partnerships beyond the traditional heritage community: between cultural and natural heritage, with the tourism, education, scientific and business communities, and with the arts and multicultural communities; and
- be accountable to the people of Saskatchewan.

Organization: Where to go from here?

The Interim Heritage Council was asked to "examine the desire and potential of consolidating heritage funding within one agency or structure".

Province-wide consultations demonstrated general consensus on additional goals, as set out below.

Goals for Organization:
- create a strong unified "voice" to promote heritage and address heritage issues;
- create a forum open to participation from all heritage players - public/private, profit/non-profit, local/provincial, volunteer/professional - with the objective of increased coordination and effectiveness;
- coordinated funding structure;
- accountable to the people of Saskatchewan.

Keeping in mind the principles and goals outlined above, the Council examined a range of organizational options.

A key factor that varies among the options is the role that the Government of Saskatchewan would play.

Structural Options

Five structural options were considered, in order of increasing organizational complexity and increasing connection to the Government of Saskatchewan.

1. Independent association of individuals and organizations

This option would see the creation of a new membership organization under the *Non-profit Corporations Act*. All heritage interests - private, lottery-funded, legislated, government agencies, individuals, local, and provincial organizations could participate as members. Like a Chamber of Commerce, it would have no direct link to, or funding from, Government. Never the less, because the larger heritage organizations rely on Government, it would have an indirect relationship to Government. It would likely have a graduated membership fee schedule where fees are based on the resources of the member, with one membership - one vote. The Board would be elected by the members.

It's primary functions would be to collect membership fees and deliver a communications program, periodic conference, and advocacy.

> It is important in heritage that everyone gets a chance to express their opinion. Any heritage institution is going to have biases built into it. Biases are also part of heritage. Negative things, such as the exploitation of Chinese workers on the railway, are part of our heritage. The resources must be there for everyone's heritage to be expressed.
>
> Meeting Participant

An association may serve a number of the needs identified by the heritage community, but would do very little to achieve government's objective, as stated in "Responding to the Community, Proposals for Cultural Development, A Discussion Paper", of an integrated funding structure.

2. SaskCulture as the heritage umbrella

Under this option, the heritage community would negotiate with SaskCulture to coordinate policy, programs and communications on behalf of the larger Heritage community. SaskCulture would have to agree to dedicate staff and resources to a heritage program.

On the positive side, this option would not create an additional level of administration. The SaskCulture members and Board of Directors would have ultimate control of the staffing and program, so - to the extent that they are nominated and elected from among the heritage community - there would be a degree of grassroots democratic control.

Membership in SaskCulture is open to all cultural organizations in the province. Voting privileges are restricted to members that are considered provincial organizations. SaskCulture, which is in the process of implementing its governance structure, intends to have a membership recruiting campaign in 1998.

SaskCulture has an advantage in that it integrates heritage into a broadly defined cultural community. The assignment of organizations to the heritage sector is somewhat arbitrary. The arts and multiculturalism are a part of our cultural heritage. The history the Métis and First Nations are inseparable from the history of the whole. Cultural industries often reflect of our heritage.

If the coordination responsibility remains with SaskCulture, legislated entities and government entities, like the Western Development Museum or the Saskatchewan Archives Board, would only need to become members to participate. As a result, the opportunities for coordination and communications among the whole heritage community would be improved.

Under this option, policy development on funding issues would be limited to lottery funds. Never the less, SaskCulture could fill an advocacy role with regard to other heritage funding issues.

Because the evolution of SaskCulture is still in process, it is difficult to assess if it will fully meet the needs of the heritage community for a "voice" and "forum". SaskCulture intends to include First Nations and Métis representation on its Board, but implementation is not complete. SaskCulture, if developed as planned, has the potential to serve the heritage community well.

Under this option, there is no direct role for Government on the SaskCulture Board of Directors. Never the less, Government facilitates funding through the lotteries system and the Minister determines funding eligibility. Government would continue to operate its own agencies and programs as it does now, separate and apart from the structure of SaskCulture, with limited direct input from the heritage community.

3. Federation of Heritage Organizations within the SaskCulture structure

This option would differ from option two, above, in that a heritage umbrella organization could be established as an incorporated non-profit organization under the SaskCulture umbrella. It could have a contractual relationship with SaskCulture to administer lottery funds to those eligible members of SaskCulture who are identified as heritage organizations.

Voting membership in the federation could be defined differently than that of SaskCulture if this was considered useful. All provincial organizations could participate fully. As a result, the benefits of increased coordination on policy development and communications could result.

Seats on its governing board could be assigned to particular organizations or groups of organizations, such as museums, archaeologists, historians, genealogists, and Aboriginal heritage. Representation through designated seats would ensure broad representation from among the specialized groups within the heritage community. There would also be seats for board members elected "at large" by the members at a periodic heritage conference. Government would not appoint directors to the board, although representation from provincial heritage institutions and legislated agencies is possible through an assigned or elected seat.

Such a federation of heritage organizations could handle funding questions in several ways.

- It could establish heritage policies to guide the distribution of funding to heritage organizations by SaskTrust's Cultural Advisory Committee.
- The board or executive committee could take direct responsibility for the distribution of funds to heritage organizations, using conflict-of-interest guidelines to prevent members from participating in the adjudication of applications from their own organizations.
- The federation could create a separate adjudicating body for heritage, whose members could be either employees or volunteers.

The Interim Heritage Council believes that the first role, to recommend policy to guide lottery funding decisions, is the preferable at this time.

An advantage of the federation is that it would require a minimum of change to the current SaskCulture structure. It would be accountable to SaskCulture as well as to its own membership.

One disadvantage is that the federation would create a new level of administration. The costs of this new organization would have to be covered from within the existing heritage community, unless the allocation of lottery revenues can be increased. There is a danger that those organizations that are eligible to receive lottery funds will end up paying the total cost of a federation that serves a larger heritage community. Careful management would be necessary to ensure that the benefits to the members of increased coordination and communication offset the new costs.

The federation could be a powerful advocate for heritage with government. Never the less, because it would only consider the allocation of lottery funds, it would not achieve the Government of Saskatchewan's stated objective of integrating funding decisions.

4. Heritage Authority

A heritage authority would be a partnership between government and non-government organizations. It could appoint its own management and receive an annual grant from the Legislature. It's Board would include directors elected from the membership (heritage community) and directors appointed by the Government of Saskatchewan. It would be incorporated under special legislation. This option represents a public-private partnership, combining government and non-government functions within a single agency.

The balance of power between the "private" heritage community and Government would be determined by the relative allocation of seats on the board. In the purest form of partnership, each would control half of the seats on the board. However, the Government may conclude that it needs only a few directors to protect its interests.

The special legislation or agreements could be designed to transfer executive governance of the Royal Saskatchewan Museum, Government House, Claybank, and some Heritage Branch programs to the new authority. In this way, these organizations and programs would benefit from the governance of a broadly-based provincial Board.

The Saskatchewan Heritage Foundation would wind-down and its programs transferred intact to the new authority.

Agreements with SaskCulture and the Government of Saskatchewan would be developed to assign the administration of heritage funding to the authority. Such agreements would ensure an acceptable level of accountability for the expenditure of public funds. With the consolidation of heritage funding through one agency, the Government of Saskatchewan would achieve its stated objective of an integrated funding structure.

Membership in an authority could include all heritage organizations operating in the Province, regardless of whether they are direct government agencies, at one end of the spectrum, municipal organizations, or are true non-profit volunteer organizations, at the other end of the spectrum. Because of this inclusiveness, enhanced policy development and communications would be achieved.

A disadvantage, as with the federation option, would be the costs associated with the creation of a new level of heritage administration. In theory, SaskCulture and the Heritage Branch of Government, would realize offsetting savings if they assign tasks to the authority. As well, administration of the Saskatchewan Heritage

Advisory Board and the Saskatchewan Heritage Foundation would be eliminated.

The Government of Saskatchewan currently enables the heritage community to affect administration of lottery funds. Under this option, the policy role of the community would be extended to a voice on most public spending on heritage. Some decisions now made by the Government of Saskatchewan would be delegated to the authority, the directors of which would be partially elected by the heritage community.

The Government, through its representatives on an authority board, would gain more influence over policy governing the allocation of heritage lottery funds.

Features of the heritage authority model:
- public-private sector partnership;
- shared control of activity by members of the heritage community, the general public, and Government;
- could achieve an integrated funding structure for heritage activity in Saskatchewan;
- requires creation of a complex corporate structure and changes to several pieces of legislation;
- fiscal accountability to government ensured through legislation, agreements, and appointed representatives;
- accountability to the heritage community ensured through elected representatives;
- government would delegate much of its responsibility for heritage stewardship, except to the extent required under *The Heritage Property Act* and Parks legislation;
- requires hiring staff to provide administrative services and adjudication assistance, much of which is currently provided by staff of the Heritage Branch.

5. Legislated Government Agency

Under this option, special legislation would be enacted to create a new government agency with a broad mandate over heritage policy, funding and programs. The board would be entirely appointed by Government, although some seats could be designated to represent areas of heritage expertise. The Government of Saskatchewan may decide to

establish a process where the heritage community is invited to nominate candidates for the Board.

With changes to existing legislation, such a legislated agency could even assume regulatory responsibilities now administered by Government.

Integration of heritage funding structures could be accomplished by an agreement between the agency and SaskCulture to assign the administration of the heritage lottery funds to the legislated agency. However, based on consultations with the heritage community, some provincial cultural organizations would not favour the allocation of lottery funds by a Board that is totally appointed by Government.

> The value of heritage resources is too great to entrust to market-driven whims of private enterprise or to the beleaguered legions of dedicated but overworked volunteers. If ever there were an undertaking for which government initiative, at all levels, was essential for sustained co-ordination and support, then enhancement and preservation of our heritage resources is the most critical example. . . . There is simply too much at stake, and the risks of irrevocable loss are too great, to consider even a hint that our governments may at some point abrogate their responsibilities for upholding such a basic and intrinsic part of our lives.
>
> Western Development Museum

This option would mean that the private and non-profit heritage community would loose the direct role it now has in policy-making through membership in SaskCulture. Lottery funding to heritage organizations is quite small, representing less than $1 million per year and less than 5% of the Government of Saskatchewan's annual allocation to heritage activities. Never the less, the heritage organizations consulted are generally reluctant to give up the small voice they now have over lottery funding.

A legislated agency entirely appointed by Government would allow maximum delegation of decision making relative to heritage issues. Not unlike provincial commissions that exist in other areas of public policy, an agency of this kind could

be assigned responsibility for regulating certain activities, issuing permits, and designating heritage properties. It is difficult, however, for a single organization to combine pro-active mandates (planning, coordination, communication, policy functions) with reactive (regulatory) roles, although examples of where this has been done successfully do exist.

Strategy for a Sustainable Future

The Interim Heritage Council was given a mandate "to examine the desire and potential for consolidating heritage funding within one agency or structure". Restructuring the cultural community's funding delivery mechanisms has been under discussion for several years. The arts community has called for a restructured Saskatchewan Arts Board to serve as a single funding agency for the arts. The Interim Multicultural Committee has been engaged in a parallel process to ours. The report of the SaskCulture Transition Committee has moved the process further along.

Our discussion paper asked a number of questions relating to funding and structure. Many respondents expressed concerns about funding levels. Public funding to heritage has been cut over the past fifteen years. Many respondents believe that annual operating and project grants do not address the great need for capital investments. Many respondents believe that Saskatchewan's heritage provides the foundation for all cultural activity in the province and that support for heritage is essential to our social well-being.

The Interim Heritage Council believes that the creation of an umbrella organization for heritage is necessary for the effective stewardship of Saskatchewan's heritage resources. Such an organization must speak for the heritage community as a whole, facilitate communication among all members of the heritage community and with other organizations, and advocate for heritage. It should also influence policy to govern the allocation of public funds and seek additional sources of funds.

> Its value to the heritage community depends on what it does.
>
> Meeting Participant

The consultation process produced little interest in the first option, an independent association to coordinate heritage activity. The last option, a legislated government agency to centralize funding including heritage lottery funds, would not meet the need identified by the heritage community for a heritage "forum". The agency option does not allow participation by the non-Government heritage community.

The Interim Heritage Council focused its review on the SaskCulture option, the federation option, and the authority option. The main difference among them is that the first two options would exist within the SaskCulture framework, while the authority would be created outside SaskCulture. The SaskCulture option rests control with a board from across the cultural community, while the federation would be controlled by the heritage community, and the authority represents a partnership between the non-profit heritage community and the Government of Saskatchewan. The SaskCulture and federation options can directly influence only lottery funding (less that 5% of Provincial heritage funding), while the Authority can influence all or most public heritage funding.

> **Heritage Regina proposes an umbrella organization for heritage which would be a "unified confederation", encompassing all heritage groups: museums, organizations which have established a track record and proven their ability to handle funding. Such organizations would not necessarily be provincial in scope, although groupings would be desirable. There should be an umbrella organization of all cultural organizations, to include arts and multiculturalism, as well as heritage. It would be a tragedy to lose this unity, but there has to be some specializing of sectors for practical reasons.**
>
> Heritage Regina

Any new organization will have incremental costs. However, the incremental costs of the SaskCulture option are likely to be less that those of the federation or authority options.

The challenge is to develop an organization where the benefits out-weigh the costs, one that strengthens existing heritage organizations and is truly accountable to its members and the people of Saskatchewan. We need a form of organization that gives a focus and priority to heritage matters.

Goals for Organization	Independent Association	SaskCulture	Federation	Heritage Authority	Government Agency
Coordinated funding structure	no	no	no	√	partial
Participation by all (public/private, profit/non-profit, local/provincial, volunteer/professional) for increased coordination and effectiveness	√	√	√	√	no
Strong unified "voice" to promote heritage and address heritage issues	partial	partial	√	√	partial
Accountable to the people of Saskatchewan	partial	√	√	√	√

The solution that meets the maximum number of objectives is the creation of a public-private partnership in the form of a heritage authority. The key feature of this option is a Board of Directors partially appointed by Government and partially elected from among the heritage community. Never the less, there are several reasons why the Council has not recommended this option at this time.

The development of a heritage authority will take up to two years. New legislation and changes to current legislation would need to be drafted and enacted. The impact on employees and agencies currently within the Government framework needs to be planned in more detail.

Meanwhile, the balance of the heritage community is ready to move. Many of the benefits of increased organization can be realized much sooner.

The Interim Heritage Council therefore recommends that dual organizations be developed at this time. The heritage community should form an un-incorporated heritage caucus within SaskCulture and negotiate with the SaskCulture Board to secure the staff and resources to serve its goals. In the mean time, the Government of Saskatchewan should begin to coalesce Provincial heritage activity (with the exception of parks and protected lands) under the governance of a single Board and organization.

SaskCulture

The non-government heritage community should start now to develop a heritage caucus under the SaskCulture umbrella. Efforts should be made to ensure that all members of the heritage community participate as members in SaskCulture. A heritage caucus should then negotiate with the SaskCulture Board to secure staff and resources to deliver a heritage program that will give the heritage community a voice and a forum to coordinate heritage activity.

SaskCulture's heritage program should be designed to:

- *facilitate communications within the heritage community and with others. This could include events like the 1996 Heritage Forum, publications, database development, and new technologies;*

- *promote heritage generally, co-ordinate public education programs, and encourage development of school curriculum;*

- *co-ordinate heritage worker professional development;*

- *advocate for heritage;*

- *provide policy guidance to SaskTrust on the allocation of lottery funds to heritage activities.*

The heritage program would be financed by membership fees and SaskCulture's trust allocations.

The Interim Heritage Council calls on SaskCulture to convene a meeting of the heritage community to start the process of forming a heritage caucus and negotiating a heritage program within SaskCulture. Both SaskCulture and the Government of Saskatchewan are called on to provide support to the process of putting this new structure and program in place.

> The value of a single heritage agency depends on who is included in it. If the heritage sector is to become strong, its members have to start meeting together and getting to know one another, which doesn't happen now. A single heritage agency could become just another layer of bureaucracy which would remove even more money from heritage institutions and activities, or it could take the initiative to see that some of these things which need to be done are in fact done.
>
> Meeting Participant

The heritage caucus can assess how well SaskCulture is meeting its needs over the next two or three years, as the implementation of SaskCulture's plan proceeds. If the needs of the heritage community are not being adequately met, the option of incorporating a federation will always be available.

Government Agency

Simultaneously, the Government of Saskatchewan should begin to consolidate its heritage activity in a heritage agency. At this time, agency directors would be entirely appointed by Government and should represent broad public interest from across Saskatchewan. It is recommended that the Government accept nominations for such a Board from the heritage caucus of SaskCulture. One concept is to restructure the Saskatchewan Heritage Foundation and consolidate Provincial heritage activity under its Board and with its own staff.

The agency would be designed to:

- *act as a recognized and coordinated steward of Provincial heritage resources (tangible and intangible);*

- *provide executive governance to several public institutions, including the Royal Saskatchewan Museum, Government House, and Claybank;*

- *facilitate communications among the Provincial heritage institutions and with others, including Tourism Saskatchewan. This could include publications, database development, and new technologies;*

- *establish a working partnership with the heritage caucus of SaskCulture;*

- *establish policy on the allocation of public funds to research, operating, project, and capital heritage activities in Saskatchewan (with the exception of lottery proceeds);*

- *administer funding programs to heritage, including the existing provincial heritage institutions and the current Saskatchewan Heritage Foundation programs; and*

- *priorize the many issues outlined in Chapter II and develop a strategy to address these concerns.*

The possibility of eventually merging the heritage caucus and the agency into a single organization - the authority - always remains. The Interim Heritage Council believes more work needs to be done before an authority would work.

While a significant amount of the heritage activity in Saskatchewan occurs at the local or municipal level, SaskCulture is just beginning to look for ways to involve the local organizations in provincial dialogue and policy development. The heritage caucus will facilitate this coming together. Certainly, the willingness exists to create an inclusive organization.

The Government of Saskatchewan can also set the wheels in motion to review legislation and organizational options to consolidate its heritage activity.

The concept of an authority - a public-private partnership - should be reviewed again within five years. The principles inherent in the authority option should be kept in front of the community. Those principles include participatory decision-making and a long-term strategic planning horizon.

CHAPTER II
WHAT WE HEARD: THE ISSUES

The Interim Heritage Council undertook extensive consultations throughout Saskatchewan. Thirteen community meetings were held with representation from over 70 organizations with an interest in heritage. Almost forty written submissions were received. Chapter II attempts to capture what we heard from the people of Saskatchewan.

The stewardship of our heritage resources implies a caretaking function that must be taken on by all parts of the provincial heritage community if representative aspects of our collective heritage are to survive into the 21st century. To date, the efforts of Saskatchewan's heritage community have led to the creation of a significant legacy of information about our natural and cultural inheritance. There are, however, still significant gaps in the record of knowledge, in the state of preservation of the objects, documents, sites, and buildings selected for preservation, as well as in the level of awareness and preservation of non-material heritage such as the stories, traditional skills, languages, dances, and other knowledge. This section attempts to identify some of these gaps and provide a sense of direction for future efforts in heritage stewardship.

Natural Heritage

Summary of key points:
1. *The Governments of Saskatchewan and Canada should increase efforts, in collaboration with the Nature Saskatchewan, the Federation of Saskatchewan Indian Nations, the Métis Nation of Saskatchewan, and other interested parties, to identify, designate and protect culturally significant and/or ecologically unique natural heritage sites.*

2. *The Government of Saskatchewan should establish an inter-agency committee on natural heritage to co-ordinate the efforts of the many agencies concerned.*

3. *Saskatchewan Environment and Resource Management should continue monitoring programs and reporting, in particular its "State of the Environment" report.*

The landscape is an important determinant of our history and culture. The natural history of Saskatchewan, as well as its social history, shapes our collective identity and moulds the sense of place for which our culture is renowned. The grandeur of our skies, the subtlety of our landscape, the harsh extremes of our climate are reflected in our cultural expressions. We depend on the natural world for the basic elements of physical life and we also have a spiritual need for contact with the natural world.

Measuring a Burrowing Owl - part of ongoing research on this endanered species.

Over consumption and over production, particularly in the developed world over the course of the last century, have resulted in global degradation of the environment, including the pollution of our air and water, depletion of soil nutrients, and the disappearance of wildlife habitat.

> Our responsibility with regard to natural heritage is . . . to do all in our power to protect the natural world . . . to stop the accelerating pace of extinction, which means protecting the diverse forms of habitat which wild species need to survive. [Prairie] species such as the burrowing owl, the piping plover and the ferruginous hawk . . . are struggling for survival now primarily because humans have poisoned or taken away the spaces they require in order to feed and breed.
>
> Nature Saskatchewan

As awareness of environmental degradation increases, so too does awareness of the need for deliberate preservation of our natural heritage. Natural heritage may play different roles in different cultures. For First Nations people, identity is deeply entwined with land, particularly with the territory that fostered their culture and ways of life. Certain areas hold special significance. Certain landscape features, ancestral burial grounds or sites for spiritual ceremonies may be considered sacred land and other areas are significant for their role in the history of peoples. The First Nations preserve landscapes for their relationship to spirit.

The settlers who began to arrive in the last century attempted to shape the natural world for their own purposes. They built buildings, planted shelter belts, drained marshes, and diverted streams. They created gardens and parks in an attempt to meet their spiritual need for contact with the natural world. Today many people are attached to the "cultural landscapes" of their particular communities, which may combine natural and man-made features - the rivers that flow through the towns and cities, the indigenous plants and animals, and special geographic features.

The link between natural heritage and cultural heritage is reflected in provincial government administration. Both Saskatchewan Environment and Resource Management (SERM) and Saskatchewan Municipal Government, through its Heritage Branch, are active in the conservation, presentation and use of natural and cultural resources. The federal government is also involved with the protection of the natural environment. Until last year, Environment Canada published an annual comprehensive "State of the Environment" Report, which was an attempt to create a scientific basis for the setting aside of representative natural areas. SERM participated in this project by publishing a Saskatchewan "State of the Environment" Report. Regrettably, Environment Canada discontinued this project. It is hoped that federal support will be restored and that, regardless of federal funding, SERM will continue to publish reports on Saskatchewan's natural environment.

Our natural environment shapes our cultural heritage. Public support is necessary for all policies, programs and projects that enhance the sustainability of the natural environment.

The First Nations

Summary of key points:

4. *The Government of Saskatchewan and the Federation of Saskatchewan Indian Nations should explore the possibility of conducting a thorough inventory of sites located on non-reserve lands which are of spiritual, cultural, and/or historical significance to First Nations people.*

5. *The Government of Saskatchewan should negotiate a co-management agreement with the Federation of Saskatchewan Indian Nations to ensure First Nations involvement in protecting First Nations heritage resources located on provincial lands.*

6. *A way must be found to establish a Keeping House under First Nations leadership, through discussion among the appropriate provincial and federal agencies and the Federation of Saskatchewan Indian Nations.*

7. *The Provincial Library should work with the committee on Library Services for Saskatchewan Aboriginal People to find ways to assist First Nations people living on reserves to access provincial library services, and to encourage federal government involvement in the project.*

8. *The Minister of Municipal Government should grant the Saskatchewan Indian Cultural Centre eligibility as a Provincial Cultural Organization to receive funding from lottery dollars for cultural activities on an equitable basis with currently eligible Provincial Cultural Organizations.*

From a traditional First Nations point of view, culture, heritage and natural heritage can not be separated. The First Nations tradition is an oral rather than a written one. First Nations' priorities for the stewardship of their heritage arise from this fact and from the perception that culture includes all aspects of human action and interaction. First Nations' cultural industries include hunting, fishing,

trapping, gathering, and practical arts such as hide-tanning and the making of canoes, drums, baskets, and snowshoes. The three highest cultural priorities for First Nations communities are ceremonial activities, the protection of languages, and community cultural activities. These bring the community together and are a springboard for action.

The suppression of First Nations cultures over the last hundred years disrupted their traditional social systems causing varying degrees of disfunction within First Nations communities and families. The breakdown of traditional social systems and languages is a key factor underlying the social problems faced by First Nations communities and families today. The First Nations heritage resources which have survived are the basis for the rejuvenation of the cultures and for personal and community healing. Investment in the preservation, rejuvenation, and maintenance of First Nations heritage will ultimately decrease the amount expended to address the social maladies resulting from suppression.

As the cultural resurgence progresses, both First Nations peoples and the general public want greater access to First Nations heritage resources, both tangible and intangible. The demand for access raises issues of preservation, repatriation, and stewardship. Many First Nations heritage resources are being marketed for tourism purposes and others could be developed for marketing. The Federation of Saskatchewan Indian Nations (FSIN) is working with Tourism Saskatchewan to realize the maximum benefits for their members from tourism development. It is important, however, that marketing and use of heritage resources which are of spiritual, cultural, and/or historical significance to First Nations peoples be regulated and monitored to ensure that their use is appropriate to the culture they reflect. Sites, objects, plants, animals, intellectual property, and ceremonies that are sacred should not be marketed.

> Our mission is to chart a direction which will see Indian and Métis peoples as full and equal participants in our society on their own terms, based upon their culture, traditions and community values.
>
> Robert W. Mitchell, Minister responsible for Indian and Métis Affairs, *Toward A Shared Destiny: Government of Saskatchewan Aboriginal Policy Framework*, SIMAS, September 1994

Regulation and monitoring of the uses of heritage resources are necessary whether the resources are on or off reserve land, whether they are being marketed by First Nations or by non-First Nations interests. The First Nations must establish policies and enforcement mechanisms for on-reserve cultural resource management. A thorough inventory of off-reserve sites of spiritual, cultural, or historical significance needs to be done so that they can be protected from overuse, from inappropriate use, and from vandalism. Heritage Branch have begun discussions with the FSIN to institute appropriate policies for First Nations heritage and cultural resources located off-reserve. The method of protection advocated by First Nations respondents is the negotiation in good faith of co-management agreements by all parties involved. Where such sites are located on provincial lands, or where artifacts are in the custody of provincial museums, the primary party to such negotiations would be the Government of Saskatchewan. The Government also has a regulatory interest in sites on privately-owned land, under *The Heritage Property Act*, and would be a party to co-management agreements for those sites.

Many artifacts important to First Nations people are currently held in museums and may be inappropriately displayed or interpreted. Many more have left the province or the country. First Nations organizations want such artifacts repatriated but they need a facility to receive, store, and care for them. The Saskatchewan Indian Cultural Centre has been directed by the chiefs and elders of Saskatchewan to establish a Keeping House in Saskatoon to serve as a central repository for First Nations artifacts, archives, and other cultural resources to ensure their preservation and appropriate use. The Interim Heritage Council's

discussion paper asked the views of the heritage community on the proposal and heard considerable discussion of it. It was pointed out that centralizing heritage resources removes them from the communities where they are properly understood and appreciated and that localized museums or living museums on reserves or in small towns would be more useful for educating young children about their heritage than a large museum in a big city. But before heritage resources could be used in such a way, the First Nations need to retrieve them from the museums and private collections where they are now held. Artifacts being repatriated now may go to places which are not properly equipped to care for them. They need to be assembled in a repository which meets modern standards for preservation, cataloguing, and interpretation.

The Royal Saskatchewan Museum in Regina is also working with the First Nations community to discuss repatriation of certain artifacts that are considered sacred or for ceremonial use.

There are several purposes that a museum and archives under First Nations administration could serve. It could display both heritage artifacts and contemporary cultural expressions in urban settings, on reserves, and in small communities. It could negotiate for the repatriation to First Nations of artifacts now held by Saskatchewan museums and those which have been taken out of the province. It could identify, organize, and provide access to First Nations archives from a variety of sources. It could provide an archival service to Indian Bands, organizations, and individuals and preserve records which are essential to the study of native history.

Such a facility would be a powerful agent of education, explaining First Nations cultures to First Nations people, to other Saskatchewan people, and to visitors. The Saskatchewan Indian Cultural Centre is already the largest First Nations cultural centre in Canada and houses the largest Indian-controlled library in the country. The addition of a Keeping House would make it a major centre for the study of First Nations cultures for scholars and artists in a variety of fields. Complementing and working co-operatively with Wanuskewin Heritage Park, it could be a major tourist attraction for Saskatoon. The project would require a heavy capital expenditure, but its intellectual, social,

economic, and spiritual value would be enormous.

First Nations people living on many reserves have little or no access to library services. Bands may join a regional library, but the fee is high and the federal government does not provide this funding. Many Bands choose not to join. When a band does not join the regional library, individual band members may join, but they must drive some distance to get there and may or may not find a congenial atmosphere. The library of the Saskatchewan Indian Cultural Centre has established a committee on Library Services for Saskatchewan Aboriginal Peoples to find ways of providing access to information for First Nations people. While the Government of Saskatchewan has no direct responsibility in this area, the provision of library services to all residents is in the public interest. The Provincial Library is encouraged to work with the Committee and other interested parties on this problem.

Recognizing the unique needs in the North, where the majority of the population is Aboriginal and half of the communities are located on reserves, the Government of Saskatchewan established the Pahkisimon Nuye?áh Library System. It is a federated library system providing support for to all types of libraries in the North. Its board includes representation from Band schools and libraries, public schools and libraries, and post-secondary institutions. Because the tax base in the North is not large enough to support a cooperative regional library, the Pahkisimon Nuye?áh Library System is entirely funded by a grant from the Saskatchewan Provincial Library.

First Nations people have not been active participants in provincial cultural organizations. There are many historical reasons why this is the case, including traditional patterns of First Nations organization, jurisdictional problems and the cultural differences between the First Nations and the non-Aboriginal cultures. One effect of this systemic exclusion has been that there are no established provincial cultural organizations especially for First Nations people. These cultural differences should be acknowledged by funding agencies, including those administered under Sask Lotteries Trust. How this should be done depends on the ultimate results of the restructuring exercise currently under way.

In the interim, we recommend that the Saskatchewan Indian Cultural Centre be funded by Sask Lotteries Trust in a manner equitable to currently eligible provincial cultural organizations.

The Métis Nation

Summary of key points:

9. *The Government of Saskatchewan should make resources available to the Métis community to develop a comprehensive heritage policy based on community consultation and research and to develop a provincial Métis heritage/culture infrastructure.*

10. *That the Government of Saskatchewan assist the Métis community to develop a Métis cultural centre which could also serve as a Métis museum and archives.*

11. *The Minister responsible for lotteries should provide a specific allocation of funds to the Métis community to ensure operational parity within the heritage community.*

12. *The Minister of Municipal Government should grant Saskatchewan Métis Sports, Culture, Recreation and Youth Inc. eligibility as a Provincial Cultural Organization to receive funding from lottery dollars for its cultural activities on an equitable basis with currently eligible Provincial Cultural Organizations.*

The Métis Nation has not yet developed a comprehensive heritage policy. There are no "Métis specific" provincial cultural or cultural heritage organizations, so the Métis community has had limited involvement with the provincial heritage community. The Gabriel Dumont Institute is the official education affiliate of the Métis Nation of Saskatchewan and is mandated to pursue cultural matters, but fiscal constraints and pressing educational needs have forced it to focus almost entirely on post-secondary education. There are no funds available to the Gabriel Dumont Institute for heritage initiatives.

The Métis community sees language as a major heritage issue and the preservation, retention and promotion of language as a major priority.

The Métis Nation is particularly concerned with heritage matters in the North and believes that the identification of Métis heritage sites, language issues, and the development of policies based on the aspirations of Northerners should be a priority.

Batoche National Historic Site has particular historical and cultural importance to the Métis people. The Métis Nation is currently negotiating an agreement for shared management of the site with the federal Department of Canadian Heritage.

The Métis Nation owns 600 acres of land a kilometre north of Batoche where the Métis community meets each summer for "Back to Batoche" celebrations. The immediate priority of the Métis Nation for this property is the development of a multipurpose facility. Since 1984, it has also had plans for the development of a cultural/heritage centre, which could also serve as a museum and archives. Because such a facility would cost several million dollars, the plans have never been implemented. The Métis Nation would appreciate the assistance of the Government of Saskatchewan and the provincial heritage community in the development of the cultural centre.

The Métis community feels it has been systemically excluded from funding for cultural activities in Saskatchewan. The proposal of the SaskCulture Transition Committee to include a Métis representative on the board of a restructured SaskCulture ensures Métis participation in the organization, but it does not ensure equitable allocation of lottery funds for culture. Without equitable funding, Métis participation in SaskCulture is considered tokenism.

Indigenous Languages

Summary of key points:

13. *The Government of Saskatchewan should explore means, including the enactment of legislation, to preserve and maintain indigenous languages, recognizing that indigenous languages are provincial cultural treasures which enrich our communities and promote social harmony.*

14. Funding should be made available from the Government of Canada, the Government of Saskatchewan, and Saskatchewan Lotteries Trust Fund for research, materials development, and technical assistance in community language needs assessment, planning, policy development, and training for teachers, translators, and interpreters.

15. Funding agencies should encourage and support oral history projects in indigenous languages to record the experiences of the speakers of the languages, to record the texture of their oral communication, and to preserve samples of the current use of these languages.

If culture is the means by which human beings conduct relationships with one another, then language is the basis of all human culture. Language is necessary for the creation and preservation of most of the intangible aspects of our cultural heritage: customs, stories, songs, sayings, games, ceremonies, beliefs, and attitudes.

Canadians are well aware of the importance of language to cultural heritage. Canada is an officially bilingual country and French language rights are protected by our constitution. Generations of immigrants to this country have retained a connection to the culture of their ancestors by using the languages of their forefathers and by teaching them to their children. In Saskatchewan, the Organization for Heritage Languages provides services to teachers of languages other than French or English and encourages the teaching of such languages in the schools.

Protecting the languages of the First Nations and Métis peoples requires different methods than those used to protect immigrant languages, because they are indigenous to this part of the world. If an immigrant language dies out in this country, we can go back to a country where the language is still spoken to learn it again. But indigenous languages do not elsewhere. If they die out here, they are lost forever. In addition, the fact that the traditional languages were transmitted orally means that there is very little literature to use in teaching the languages in a classroom setting. The languages indigenous to Saskatchewan include those spoken by the eight distinct linguistic and cultural groups

represented among the First Nations: Dakota, Nakota, Lakota, Plains Cree, Woodland Cree, Swampy Cree, Dene, and Saulteaux, as well as Michif, the traditional language of the Métis. Knowledge and understanding of the oral traditions of the First Nations and Métis peoples is essential to self-determination and is increasingly important as they move into self-government.

Protecting indigenous languages will require a conscious effort on the part of both governments and First Nations people themselves. Both the Yukon and the Northwest Territories have passed legislation to assist in the protection of indigenous languages. Both jurisdictions have also recognized the importance of providing sufficient funding to enable the First Nations to create teaching aids, to record the words of native speakers, and to encourage the teaching of the languages.

Archaeology

Summary of key points:

16. The Government of Saskatchewan should review the provisions of The Heritage Property Act with respect to archaeological and palaeotological sites and artifacts in order to improve the Act's effectiveness and to ensure that it addresses First Nations and Métis issues.

17. The Government of Saskatchewan should provide adequate levels of staffing and resources to properly fulfil its heritage policy and regulatory responsibilities.

Archaeology provides the material record of many thousands of years of human occupation in Saskatchewan before the arrival of Europeans, the only physical evidence we have to augment the oral traditions of the First Nations. For the period since contact, archaeology can corroborate or refute, add a different point of view, or fill in the gaps in the view of the past presented by documentary or other sources.

Professional archaeologists are employed by Saskatchewan's two universities, by the Royal Saskatchewan Museum, by the provincial government, by Crown corporations, and by private

sector companies engaged in land development. People who have an avocational interest in archaeology have formed local Archaeological Societies which are united under the umbrella Saskatchewan Archaeological Society. Members of such groups volunteer their assistance on archaeological digs and make important contributions toward educating the public about the importance of heritage resources and the necessity of handling them responsibly to ensure that they can be enjoyed and used by future generations.

The Archaeological Resource Management section of the provincial Heritage Branch is responsible for developing archaeological policy as well as screening development projects, managing permits and maintaining an inventory of archaeological sites. It is staffed by three archaeologists and a First Nations Liaison Officer. Members of the archaeological community who responded to our discussion paper feel that this is an insufficient number of staff to effectively administer the provisions of *The Heritage Property Act*.
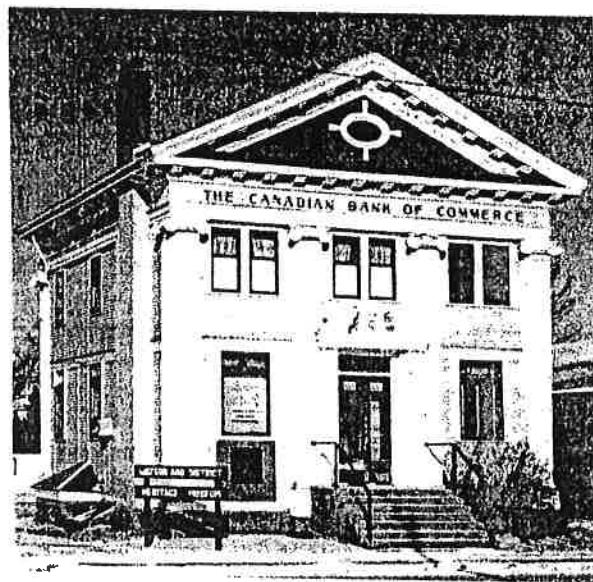
Museums

Summary of key points:

18. *The Government of Saskatchewan should lead a process to articulate a concept of "provincial significance", to identify provincially significant cultural treasures, and to ensure their preservation.*

19. *The Government of Saskatchewan should develop a strategy to provide for the long term operation and management of its major heritage facilities to ensure protection of the heritage collections they hold in trust for the Saskatchewan public.*

20. *The Government of Saskatchewan and the heritage community should develop strategies and partnerships to generate new sources of heritage revenue and to provide other kinds of assistance to heritage organizations.*

21. *The Government of Saskatchewan and the Museums Association of Saskatchewan should develop a co-operative program to provide small museums with access to the curatorial and*

other kinds of expertise available in large, professionally staffed museums.

Museums in Saskatchewan, through their collections, exhibitions, programs and services, encompass a diversity of interests and activities. Some have a local or regional focus, while others concentrate on a particular theme, such as sport or the history of an ethnic group. Larger institutions, such as the Royal Saskatchewan Museum, the Western Development Museum, and Wanuskewin, have collections numbering in the hundreds of thousands that reflect a broad provincial mandate and serve a larger audience.

The purpose of any public museum, regardless of its size or location, is to serve the public by providing learning opportunities. Museums use their collections and their programs to provide informal, multi-sensory learning experiences to address the needs of different audiences and learning styles. Public museums have a responsibility to provide programs and services that are appropriate and relevant to the community. At their best, museum programs provoke discussion and encourage the critical use of information. In fulfilling these functions, museums build a sense of community, meet social and recreational needs, and contribute to the quality of life of their communities.

Watson and District Heritage Museum

Public museums in Saskatchewan are supported by a combination of volunteer labour, self-generated revenue, and public funding. The Government of Saskatchewan supports major institutions such as the Royal Saskatchewan Museum, the Western Development Museum, and Wanuskewin Heritage Park in recognition of their role in collecting, preserving and interpreting objects that are held in trust for the Saskatchewan public. *A Museums Policy for Saskatchewan* outlines the roles and responsibilities of the Province with respect to museums. Certain museums with full-time staff also qualify for federal government grants through the Museums Assistance Program of the Department of Canadian Heritage.

> . . . museums are being too slowly and poorly recognized as drawing and keeping people who spend money in the community/province. Museums are under-financed and under-staffed, they stretch scarce resources to serve schools, tourists, tour operators, and generate revenue for their community . . .
>
> Museums Association of Saskatchewan

Local museums receive some financial support from municipal governments, however most raise the major part of their revenue themselves, through gift shops, admission fees, and community events. The funds available are rarely sufficient to enable museums to fulfil their potential as places of learning, let alone adequately store and exhibit their collections. The most immediate needs are for space - the purchase or rental, renovation, and maintenance of appropriate buildings - and for permanent full-time staff. Saskatchewan's museum infrastructure is in decline. Museum collections are frequently housed in inappropriate space. Museum buildings have leaking roofs and unstable foundations. Security and climatic controls are inadequate or nonexistent. Most museums rely, at least partly and often entirely, on volunteer labour. Funding from both government and non-government sources is decreasing. The future of our museum system depends on finding new ways to supplement existing revenue sources.

Most Saskatchewan museums belong to the Museums Association of Saskatchewan (MAS), a

Provincial Cultural Organization which provides training, advice, and other services to its members. Many museums participate in the MAS's network program and have formed networks to facilitate co-operation. Currently, the MAS also administers the Museum and Gallery Grant Program, a provincial program funded by lottery dollars which provides operating grants to museums.

The Interim Heritage Council was told that small heritage institutions, such as museums and historical societies, need more access to professional expertise. Most small museums do not have the financial resources to enable them to hire full-time professional curators, archivists, administrators, or experts on specific subjects, such as First Nations history and culture. Council also heard that the volunteers who operate small museums find the process of applying for grants arduous and intimidating. They have difficulty completing grant applications and are often unaware of available grants.

Despite Saskatchewan's extensive museum network, the Interim Heritage Council was told that significant artifacts are leaving the province. Few, if any, Saskatchewan institutions have the financial resources to compete with other institutions or with private investors to purchase artifacts. Objects made or used by Aboriginal people are currently in high demand. Loss of significant artifacts inhibits the ability of the First Nations to understand and connect with the cultures of their ancestors and prevents Saskatchewan heritage institutions from providing access for Saskatchewan people to the most important objects from our past.

The Government of Canada protects artifacts and documents it considers to have "national significance" and attempts to keep them in Canada. The Government of Saskatchewan should do the same for artifacts significant in the history of Saskatchewan by articulating a concept of "provincial significance" and ensuring that such artifacts and documents are retained in the province. Such an initiative is particularly crucial as some museums in small communities are contemplating closure and there is a brisk international trade in First Nations cultural objects.

Archives

Summary of key points:

22. *The Minister of Municipal Government should grant an amalgamated Saskatchewan Archivists Society and Saskatchewan Council of Archives eligibility as a Provincial Cultural Organization under the Saskatchewan Lotteries Trust Fund for Sport, Culture and Recreation.*

23. *The Government of Saskatchewan and the heritage community should provide a travelling archives advisor and an archival conservator to the entire archival community.*

Archives collect, preserve, and provide access to historical documents in various forms: text, photos, maps, plans, moving images, microforms, and electronic formats. Although they are often low-profile institutions, archives provide the documentary evidence for all kinds of historical research. Archives act as stewards for the documents which record the decisions made and the activities undertaken in the past.

The archival system in Saskatchewan is made up of a variety of large and small institutions. The Saskatchewan Archives Board, which is funded by the Government of Saskatchewan, is by far the largest archival repository in the province. It preserves and makes available the records of the provincial Government and also collects material bearing on the history of the Province. Archives at the two Universities collect documentary history of those institutions. Many institutions and organizations maintain an archives of their own records. Records of a particular locality are often kept by a museum or historical society, or are donated to the Saskatchewan Archives.

Heritage organizations often maintain their own archives and also contribute records to the Saskatchewan Archives. The Saskatchewan Genealogical Society has donated such valuable research tools as a name index to census and cemetery records. The Saskatchewan History and Folklore Society contributes oral histories and memoirs.

Funding is the major problem for archives, as for many other heritage organizations. Providing a secure environment in which to store archival documents under appropriate conditions of temperature and humidity requires large capital investment. The Saskatchewan Archives Board has an urgent need for a permanent building. There is no preservation laboratory available in the Province.

Support services are provided to Saskatchewan's archives by the Saskatchewan Council of Archives (SCA), an umbrella organization that represents archival repositories in the province, and by the Saskatchewan Archivists Society (SAS), an association of individuals who are employed by or do voluntary work in archival institutions. For the past decade, the Canadian Council of Archives (CCA) has made federal government grants available on a matching basis to Saskatchewan's archival community through these organizations. These funds are used to provide professional development opportunities to professional and amateur archivists.

The SCA has used this funding to hire a conservator to travel to archives all over Saskatchewan to advise institutions about low-cost methods of preservation. It has recently received similar funding to hire an archives outreach officer to advise small archives about acquisition, arrangement, and description of records and to assist in getting physical and intellectual control over unprocessed decentralized archival materials. The SCA has also discussed the idea of creating a Union List of Manuscripts for Saskatchewan archives and making it available on a web site.

The Government of Saskatchewan provides no operating grants to organizations that support archives. The Saskatchewan Archivists Society and the Saskatchewan Council of Archives are in the process of amalgamating to make more efficient use of scarce resources. We heard that the new amalgamated association should be granted status as a Provincial Cultural Organization eligible to receive grants of lottery funds through SaskCulture.

The Government of Saskatchewan does provide support, through the Provincial Library, to the Pahkisimon Nuye?áh Library System (PNLS). Because of its focus on the North, it has become the repository of archival materials about First Nations

and local history in the North, particularly its Mistasinink Resource Collection. This archival role was inherited by default, and the PNLS does not have the environmental controls necessary for proper preservation.

Heritage Property

Summary of key points:

24. The Government of Saskatchewan should take the following steps to preserve and conserve our heritage resources:
   - Amend provincial building codes to include equivalencies for heritage buildings.
   - Adopt a "Code of Ethics" to guide all Government agencies in their handling of provincially-designated, provincially-owned property, similar to the Government of Canada's "Code of Ethics".
   - Amend provincial income tax laws to provide tax incentives for reuse of heritage buildings and encourage the Government of Canada to do the same.
   - Engage in a vigourous program of site designation, interpretation, and protection.
   - Maintain and provide public access to the recently created database of designated heritage buildings.

25. Municipalities should take the following steps to preserve and conserve our heritage resources:
   - Establish Municipal Heritage Advisory Committees (MHACs), where they have not already done so.
   - Refer a broad range of heritage issues, in addition to heritage building concerns, to their MHACs for consideration.
   - Establish joint regional heritage advisory committees for rural areas where it may be ineffective to have MHACs, as presently enabled by Section 10[3] of The Heritage Property Act.
   - Encourage their Heritage Advisory Committees and regional Heritage Advisory Committees to become voting members of the proposed SaskCulture.
   - Provide block funding for the enhancement of Heritage Conservation Districts.
   - Use such regulatory tools as landfill fees, maintenance bylaws and zoning to encourage reuse of buildings.
   - Allow and encourage the salvage and reuse of building materials, such as wood, brick and glass, from old buildings which are being demolished through the use of some combination of the following tools: bylaws prohibiting demolition of buildings without provisions for salvage, higher fees for use of landfill for construction materials, organization of landfill to encourage separation of reusable construction materials, permitting removal of construction materials from landfill.

26. The Government of Saskatchewan should conduct a comprehensive review of The Heritage Property Act and amend it as necessary in order to ensure that it facilitates public efforts toward heritage conservation. Specifically, the following amendments should be considered:
   - Amend holding bylaw to increase the waiting period for alterations or demolitions to 120 days. The current 60 day waiting period is sometimes too short to achieve the necessary documentation, reviews and approvals.
   - Amend Part II, sec. 3(1)(e.1) to require the "appointment of a person as registrar . . . ."
   - Require annual notification of the Registrar of the names of members of a Municipal Heritage Advisory Council at the beginning of their terms.
   - Amend Part III, sec. 31 to define the phrase "neglect or lack of maintenance" and to require adequate maintenance of designated properties owned by municipal governments and the provincial government.
   - Require municipalities and the province to maintain the designated properties they own and to make such neglect or lack of maintenance by a municipal or provincial government an offence against the Crown.
   - Allow a municipality to designate a provincial heritage property as municipal heritage property.
   - Require the Province to register provincial heritage properties with the municipality in which they are located
   - Require municipalities to withhold alteration permits on provincial heritage property unless

approved by the Minister responsible for the administration of The Heritage Property Act.
- *Adopt a Heritage First Policy requiring that demolition of any building more than 40 years old be preceded by an assessment by the Province or the Municipal Heritage Advisory Committee of the potential for reuse and/or for salvage of heritage building materials.*
- *Allow the establishment of a heritage conservation district by changes in zoning bylaws, eliminating the need for caveats on the titles of individual buildings as a prerequisite to establishing a heritage conservation district.*
- *Allow a "fast track" process for heritage designations initiated by the property owner, eliminating some of the notification and waiting period.*

Saskatchewan communities, both rural and urban, greatly value their heritage. Saskatchewan has the highest level of municipal spending on heritage of any province in Canada, and more local museums *per capita* than any other province. As well, comparatively high numbers of heritage properties have received municipal or provincial designations.

As a result of the heritage property designation and restoration programs available in Saskatchewan, outside agencies are now recognizing, promoting, and investing in some of Saskatchewan's heritage resources. For example, Canada Post featured the Yorkton Court House on its one dollar stamp in 1994 and the Government of Canada has designated the Humboldt Post Office, Claybank Brick Plant, Seager Wheeler Farmstead near Rosthern, Government House in Regina, and the Prince Albert Town Hall as National Historic Sites. This recognition brings publicity as well as funds for preservation and development of the sites.

Sometimes just one building can provide a new focus for a community and inspire entrepreneurs or citizens groups to begin other projects that give a community new life. The people of Wolseley, a community east of Regina on the Trans-Canada Highway, have attracted visitors by restoring a number of attractive turn-of-the-century buildings, such as those housing *Le Parisien* Restaurant and The Banbury House Inn. The Wolseley Town Hall

Opera House is one of the few remaining examples of a type of building that was once the focus of social and cultural life in many small prairie towns. Through a carefully managed restoration program, the Opera House has been restored to its original splendour and is once again the scene of cultural events.

Early efforts to preserve historic buildings tended to focus on public buildings which were still in use, such as banks, courthouses, and churches. More recent conservation efforts have attempted to represent the history of work and industry. Claybank Brick Plant is a former industrial site which was once abandoned but is now being developed and interpreted. The Wilkie Press Building in Wilkie is interpreted *in situ* by the local historical society. Symons Metalworks in Rocanville, which produced the internationally used Symons oiler, is being considered for development by the Town of Rocanville.

Heritage buildings have an even greater impact in communities that have thoroughly integrated heritage resources into their overall planning and development. Municipal governments can take a strong role in integrating heritage characteristics into the evolving character of their communities. Heritage districts add to the visual attractiveness and diversity of a community as well as providing historical continuity. In Saskatoon, the Broadway Business Improvement District has successfully built on the character of its heritage building stock to encourage the creation of an alternate shopping district of unique and eclectic shops and restaurants. The Town of Arcola was also successful in attracting a major private sector interest which paid for the restoration of several of the more significant heritage buildings, thus providing greater stability and longevity to the community's main street.

The Heritage Property Act has been a useful tool for the heritage community, but eighteen years of use have revealed some areas in which it could be improved. Municipal Heritage Advisory Committees would like to have broader mandates to deal with heritage issues, and greater control over how they manage designations. The designation process is sometimes cumbersome, and could be simplified. The Interim Heritage Council heard that a thorough review of the Act is required at this time.

The Saskatchewan Heritage Foundation awards financial assistance to groups and individuals for heritage building projects in the following order of preference: preservation, conservation, restoration, renovation. The use of this "hierarchy of incentives" should be adopted by municipalities and other groups providing financial assistance. In keeping with this principle, the IHC urges all those involved with urban development to promote reuse of buildings and, failing reuse, the salvage of building materials.
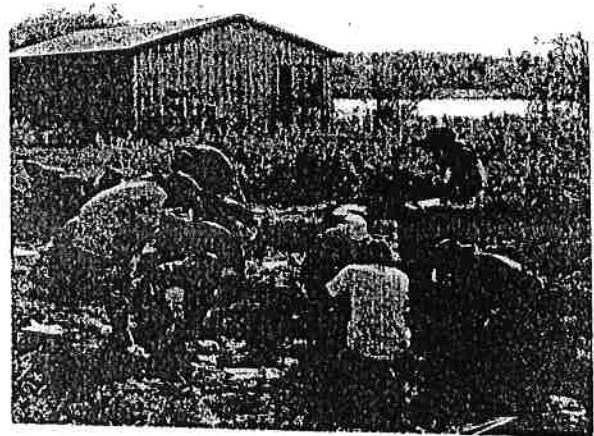
The North

Summary of key points:

27. *The Government of Saskatchewan should work with northern residents, communities, and First Nations people to develop a strategy for identifying, recording, and preserving heritage resources in northern Saskatchewan.*

There are particular needs in the North where many heritage resources have not been inventoried or protected. For example, traditional patterns of beadwork are still being made and should be systematically collected. The speech, stories and skills of speakers of indigenous languages need to be recorded. Geographical names in indigenous languages should be collected. Historical and archaeological sites in the North which have been identified are becoming better known and there is an urgent need to decide how to balance increased access with protection of the resources. Some of these issues were also discussed by those concerned with First Nations and Métis heritage.

Aboriginal residents of the North have suffered the cultural suppression discussed earlier under the heading, "The First Nations," and are now finding ways to reconnect with their heritage. In recent years, young people in the North have participated in "culture camps" where they learn some of the traditional survival skills of their ancestors. Events such as the Northern Aboriginal Games also focus on recreating traditional activities.

The North also faces particular problems with communications. Because travel is difficult and expensive, the potential benefits of modern communications technology are obvious. However,

the cost of computer technology means that there are fewer computers *per capita* in the north than in the southern part of the Province.

Students from Beauval School take part in an archaeological excavation.

The support of northerners is essential to the success of any heritage program to be carried out in the North, but people in the North are not involved in the system of provincial cultural organizations which operates in the southern part of the province and they often feel that their interests are not understood by government. Because the communications networks and decision-making processes which exist in the North are not well understood by outsiders, it is important that any heritage project or program involve northeners as early as possible in the process.

> We need more experts - archivists, librarians, curators - in Saskatchewan. Our dearth of such experts may be due not to a lack of training, but to a lack of jobs. A library run by a librarian is going to be a very different institution from a library run by the mayor's wife. Experts are expensive, but they are better value for money than always relying on volunteers.
>
> Librarian, Pahkisimon Nuye?ah Library System

Human Resources and Training

Summary of key points:

28. *An inventory of training and professional development programs currently available to the heritage community should be created and maintained to enhance the ability of individuals and organizations to access opportunities.*

29. *Funding programs should favour permanent, full-time, sustainable jobs to enhance organizational excellence.*

30. *Cultural organizations and institutions should form partnerships to provide ongoing training opportunities in such areas as administration, fund raising, advocacy, and technology; and such training should be relevant to the needs of self-employed and part-time cultural workers.*

31. *The heritage community should work with Canadian Human Resources Council and other federal and provincial training and employment programs to ensure that the specific needs of the heritage community are incorporated into programs.*

    Funding programs should encourage and support organizational partnerships.

32. *Training programs should allow for flexible strategies which will accommodate the cultural training needs of First Nations and Métis communities.*

33. *Paper-based, videotape, CD-ROM, and Web-based training modules should be developed to meet training and professional development needs of the heritage community.*

34. *The heritage community should co-operate in the creation of a provincial database of volunteer expertise, speakers on heritage subjects and issues, heritage industries, and heritage consultants.*

The human resources problem experienced by Saskatchewan heritage institutions is neither a lack of professionally trained staff nor a lack of professional development programs. Rather, it is a lack of paid employment to offer to such professionals. Trained curators, archivists, and conservators already live in Saskatchewan or are willing to move here. Professional development workshops are offered in the Province by organizations such as the Museums Association of Saskatchewan, the Saskatchewan Archivists Society, the Saskatchewan Indian Cultural Centre, and the Saskatchewan Council of Cultural Organizations. The concepts of life-long learning and self-directed learning are well understood within the community and the current community-based professional development programs are felt to be both appropriate and effective.

The collection, documentation, and preservation of many of our heritage resources was completed by dedicated volunteers. It is unlikely that the next stage of heritage work, the critical analysis and interpretation of these resources, will be performed by volunteers. In the past, people dedicated their time and energy to an organization because they were committed to its mission or mandate and because they believed they had a moral responsibility to engage in community service. Today people volunteer with several organizations, for shorter periods of time, and for a variety of reasons, many of which involve some degree of self-interest. Not the least of these motivations, particularly for younger volunteers, is the desire to gain practical experience to enhance their chances of finding paid work. Such volunteers are unlikely to spend long enough on the job, as volunteers, to complete it in a timely manner.

In any case, the public interest in heritage is not necessarily served best by volunteers. While collection and preservation of artifacts and documents is often done by people with a passionate attachment to them, critical analysis and interpretation should be done by people who have developed disciplinary expertise and who have some emotional distance from the subject.

For these reasons, if later generations are to benefit from the work performed by an older generation of volunteers, permanent, full-time jobs must be created in the museums, archives, and interpretive centres of Saskatchewan. Funding programs should encourage the creation of permanent, full-time jobs in order to enhance organizational excellence.

> The single most important impediment to museums realizing their potential as cultural institutions is insufficient, poorly-paid permanent staff . . . [Museums] enjoy high standards of training through national and provincial museums associations. Generally speaking, museum workers have the skills and training - just not the time or money to use them in the workplace.
>
> Museum Association of Saskatchewan

While general satisfaction was expressed with the training and professional development opportunities available in Saskatchewan, Council heard of some educational needs which are not currently being met. First Nations participants said that there is a need for training for instructors in First Nations languages and in First Nations heritage skills such as hunting and trapping. Within the volunteer community, there seems to be an ongoing need for training in such areas as marketing, advocacy, fund-raising, budgeting, administrative record-keeping, producing publications, coordinating conferences, locating potential sources of funding, completing successful grant applications, and running successful non-profit associations. These administrative and marketing skills transcend the disciplinary areas of museums, archives, libraries, and archaeology. Workshops on these topics would be most efficiently provided by an organization serving the cultural or heritage communities as a whole.

According to the report of the heritage sub-sector of the Cultural Human Resources Council, "To overcome labour market adjustment challenges, training programs should capitalize on the sub-sector's existing association and employer-provided training infrastructure, and take full advantage of cross-sectoral partnerships." The heritage community could improve the Training and Professional Development programs currently in place by working collaboratively in the development and implementation of such programs. Funding programs should encourage and support such collaboration.

Advocacy and Education

Summary of key points:

35. *The heritage community should establish a collective heritage newsletter to provide the broad heritage community with information about projects, developments, and activities related to Saskatchewan's heritage and to act as an advocate for the preservation and use of Saskatchewan's heritage resources. Such a periodical could be created by coordinating the efforts of existing provincial newsletters and magazines and could be distributed electronically as well as by mail.*

36. *The heritage community should institute a provincial heritage awards program.*

37. *The heritage community should communicate its benefits and strengths for a general audience using methods such as the following:*
    - *Promoting artists, writers and crafts people who have grappled creatively with the meaning and extent of our heritage.*
    - *Using artistic productions, such as films and songs.*
    - *Exploring the Internet and other new technologies as vehicles for broad and targeted dissemination of heritage messages.*
    - *Forming partnerships with various media to develop awareness and to educate.*

38. *The heritage community should promote children's awareness of history, and of heritage programs and institutions, through contests, outreach programs, and using the school curriculum.*

39. *The Government of Saskatchewan should use the Saskatchewan Centennial to reaffirm our tradition of stewardship of our heritage resources, to support the cultural resurgence of the First Nations and Métis peoples, and to celebrate our diverse cultural and natural heritage.*

40. The Government of Saskatchewan should designate an agency to co-ordinate and oversee celebrations of the Saskatchewan Centennial in 2005.

Responses to the Interim Heritage Council's discussion paper frequently suggested that there is a need for education of the general public about heritage. Most heritage institutions and organizations see education about the past as the ultimate purpose of their existence and undertake some form of educational activity. Many respondents felt that school curricula should include more emphasis on the teaching of cultural heritage and history, particularly of Saskatchewan history, local history and cross-cultural awareness. Council also heard suggestions from a variety of sources that the heritage community needs to develop an ongoing awareness and advocacy strategy, to make the public aware of the value of heritage activity and to raise the profile of heritage in the public mind. Advocacy in support of specific heritage institutions and activities is also required from time to time. And some respondents felt that a better job could be done of the marketing of heritage sites and attractions.

The top ten attractions in Saskatchewan in 1995 based on attendance, excluding national and provincial parks and historic sites, were:
  Saskatchewan Science Centre
  Western Development Museums
  Mendel Art Gallery
  Royal Saskatchewan Museum
  Manitou Springs Resort
  Mackenzie Art Gallery
  Wanuskewin
  RCMP Museum
  Allen Sapp Gallery
  Ukrainian Museum of Canada

Saskatchewan Tourism Trends, April 1996

A challenge the heritage community has to meet in order to respond to these needs is the fact that it has no umbrella organization. Individual institutions and organizations educate the public about their particular areas of expertise, market their own resources and advocate for their own needs, but there is no organization mandated to create an ongoing communications network among such organizations or to act on behalf of the community as a whole. The final recommendation in this report proposes the creation of an umbrella heritage organization.

The core of advocacy is accomplishment. Quality heritage projects that serve large numbers of people are themselves the most effective way to demonstrate the value of heritage stewardship.

Saskatchewan's Centennial in 2005 will be an ideal time to recognize the importance of heritage institutions to Saskatchewan's community life. The Government of Saskatchewan should complete plans for the Centennial as soon as possible and all members of the heritage community should find ways to participate in the celebration.

Information Management and New Technology

Summary of key points:

41. The appropriate balance between public and private Internet access is best decided at the community level. Heritage institutions should participate in projects to organize community Internet access.

42. The legislated heritage institutions should play a leadership role in the development of database standards and the establishment of union catalogues for museums and archives.

43. The Government of Saskatchewan should establish a Web presence for heritage and maintain an inventory of publicly available Web resources.

44. The Provincial Cultural Organizations should facilitate Web access for the smaller heritage organizations under their umbrella.

45. Heritage organizations should assess how they can use the Web to provide low-cost, effective communications.

Computer technology has great potential for listing and indexing heritage resources of all kinds: artifacts, documents, heritage buildings, and

historical, archaeological, and natural sites. It can also solve some kinds of communications problems. Council heard about several initiatives, either currently under way or being proposed, which involve the use of information technology to meet the needs of heritage researchers.

- Provincial library, in co-operation with all libraries in Saskatchewan, is developing the Province-wide Library Electronic Information System (PLEIS), an electronic network that will eventually reach every library in Saskatchewan. Its goal is to allow all library users to initiate a single search for information from all Saskatchewan libraries as well as other sources.
- A recent attempt by the province's museums to create a computerized inventory of museum holdings in the province was unsuccessful and has been abandoned, but several museums are participating in the Canadian Heritage Information Network, a national computer inventory of museum holdings.
- The University of Saskatchewan Archives has proposed the creation of a province-wide catalogue of archival materials which could be accessed at archives in the province and elsewhere in Canada and which could also be made available on the Internet.
- The Library of the Saskatchewan Indian Cultural Centre proposes extensive use of computers to provide access to information for First Nations people who have limited access to libraries in towns.
- Organizations attempting to preserve built heritage, such as Heritage Regina and the Saskatchewan Architectural Heritage Society, have difficulty getting information about the existence and status of designated and/or threatened buildings. They proposed that all levels of government keep information about their built heritage on databases accessible in some central place.

Inventories created on a computer database, whether of library materials, museum artifacts, archival documents, heritage buildings, or research bibliographies, have significant advantages over inventories created in traditional "hard copy" forms. Printed inventories are out of date as soon as they are published, but computer inventories can be kept current by regular updating without the expense of reprinting and redistribution. Computer inventories can be searched more quickly and effectively than traditional printed inventories. Where security of the information is not an issue, access to them could be provided cheaply and effectively through the Internet.

Given these clear advantages of information technology, why is it not more widely used in Saskatchewan? One reason is that computer technologies are not universally available. State-of-the-art computer hardware is still expensive, although the cost of used equipment has come down. Only 24% of Saskatchewan households had a computer in 1995. In northern Saskatchewan, where communications problems are most severe, only 18% of households had a computer. The purchase of state-the-art hardware is beyond the financial means of most community museums, although a few have been fortunate enough to receive donations of computer hardware from local businesses. In any case, many of the volunteers who operate the community museums do not have computer expertise.

In an increasing number of Saskatchewan communities, however, it is not necessary for an institution to own its own hardware in order to have access to the Internet. With the assistance of the Government of Canada's Community Access program, which provides funding for communities of less than 50,000 people, many communities have established some form of community access to the Internet. Often the access point is the local public library. Council received a presentation from the Estevan Public Library describing its involvement in such a project. The Regina Public Library provides "Freenet" access to patrons for a one-time fee which is currently set at $30.00. Programs which facilitate community access, provide training and build infrastructure can help to ensure that rural, northern and First Nations communities are not left behind as information technology advances.

Much of the information the heritage community would like to have is not available on the Internet. In some cases, the information has been collected and even entered into a computer database but has not been put online or linked with other relevant databases. PLEIS, the project described above which involves the province's libraries, provides an

example of the benefits which can be achieved by the creation and linking of databases. In other cases, the information has not yet been put into electronic form. Last year, the Saskatchewan Architectural Heritage Society [SAHS] entered into a partnership with the provincial Heritage Branch to produce a database of all the provincially and municipally designated heritage buildings in Saskatchewan. With financial assistance from the Job Creation Partnership Program of Human Resources Development Canada and the Saskatchewan Heritage Foundation, SAHS provided three staff for seven months. Heritage Branch provided the information, hardware and software and day-to-day co-ordination. The database now contains information on 968 sites, which can be accessed and updated easily.

When the information the heritage community would like to have does not yet exist in a form which can be entered into a database, the problem is more difficult. While library database standards have been under development and in use for more than 30 years, database standards and definitions for museum and archival materials are in their infancy. A recent attempt to create a Saskatchewan Heritage Information Network listing the holdings of all the province's museums foundered partly because of inconsistencies in the way museums described their collections. Provincial archival organizations face a similar difficulty in digitizing archival information. In recent years, the National Archives of Canada has created and promoted the use of a set of Rules for Archival Description (RAD), which provides consistent standards for describing and digitizing archival holdings. RAD is in use in the archives of both of Saskatchewan's universities, but its use in the Saskatchewan Archives is limited. Widespread use of this standard, including conversion of existing finding aids and the creation of lists of holdings in RAD format, would be extremely labour-intensive, but is an essential prerequisite to the creation of a province-wide list of archival holdings.

A knowledgeable society enjoys more freedom and capacity to develop an economy that will be competitive in the international marketplace and that will provide an opportunity for people to benefit. The free flow of ideas will provide people and business with the information necessary to remain current in a constantly changing environment. The establishment of an information infrastructure will create a culture with the information tools needed to manage the constant change that is characteristic of the Information Age.

Enabling Prosperity
Saskatchewan in the Information Age: Securing a Competitive Position. October 1994

Computer technologies must be used appropriately. Their potential for communication and for effective indexing have sometimes led to suggestions that archival documents themselves should be stored on computer discs or CD-ROM, but there are reasons to be cautious about this. Archival documents stored on computer can be lost, and the material can be changed without lasting evidence of the change. In our desire to provide fast and easy access to information, we must not lose sight of the purpose of heritage institutions, which is stewardship of original documents and artifacts.

Heritage Tourism

Summary of key points:

46. *The Government of Saskatchewan, municipalities, heritage institutions, and other members of the heritage community should work together to develop a sustainable and authentic heritage tourism industry in Saskatchewan.*

    Tourism Saskatchewan should do the following:
    • *conduct a specific study on cultural tourism, similar to those previously conducted on aboriginal tourism and ecotourism, which could include the creation of a database of cultural tourism events and attractions, a set of values and principles governing heritage tourism, and a strategy for strengthening the sector;*

- *establish a committee of affected stakeholders to advise the owners and operators of sites which are culturally or ecologically sensitive on such issues as access and use;*
- *facilitate cross-cultural training, training on heritage issues, and training in heritage interpretation for workers in the tourism industry.*

47. *Tourism Saskatchewan and the heritage community should continue to develop effective linkages and promote heritage attractions on a regional basis.*

48. *Heritage sites and attractions should add value to their presentation by using appropriately trained heritage interpreters.*

49. *Tourism projects which are based on heritage tourism should:*
    - *ensure that they include heritage expertise;*
    - *assess their cultural impact on the communities affected.*

50. *The managers of culturally or ecologically sensitive sites should provide introductory material to visitors advising them of protocols to be observed.*
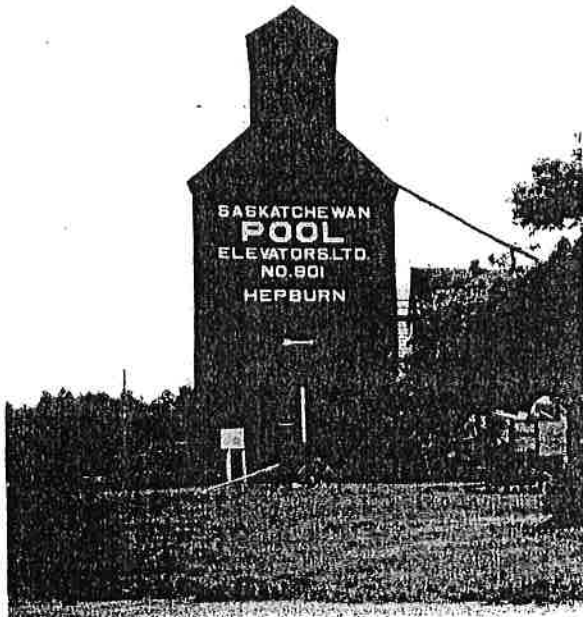
Hepburn Pool Elevator now operated
as a Museum.

Heritage tourism can be an important tool for the heritage community. It provides heritage institutions with significant sources of revenue to enable them to better preserve the heritage resources they care for. It increases the revenues of local businesses, hotels, restaurants and other attractions in the area, which can in turn help lever greater support for heritage attractions by the public sector. It facilitates public education, both about the past and about the role of heritage in our social and spiritual lives. The desire to know about and understand the histories and cultures of others as well as ourselves is an impetus behind the current boom in cultural heritage tourism.

Despite these benefits, both demonstrated and potential, many members of the heritage community are ambivalent about tourism. If sites, artifacts and documents are not properly protected, exposure to a larger public can put them in danger from vandalism and from overuse. Some of the world's most famous heritage tourism sites, including Stonehenge in England, the Parthenon in Athens, and the Egyptian Pyramids, have struggled with these issues. Efforts to attract visitors may also result in false interpretations of the past. Heritage theme parks such as the former "Ojibway World" in Ontario or "Gopherville" here in Saskatchewan oversimplify and sensationalize the past in order to attract customers, undermining the efforts of heritage volunteers and professionals to tell us truths which will help us understand ourselves and one another.

Ambivalence about tourism is exacerbated by the fact that some heritage tourism projects which secured community support by promising that they would attract visitors to the community have been less successful than anticipated. As several heritage community participants pointed out to the Council, it is important that heritage attractions which are intended to be economically viable or to enhance the economy of their community conduct the necessary planning and market research to find out if they are truly viable.

Heritage institutions themselves are often not the primary economic beneficiaries of the tourism they attract. Most heritage institutions are mandated to serve the public. They keep their admission fees low in order to maintain their accessibility, and they reserve their often meagre financial resources for basic stewardship functions, rather than investing directly in attracting visitors which they may not be staffed or equipped to handle.

Despite these potential pitfalls, heritage tourism is clearly a promising source of commercial revenue both for the heritage community and for the tourism industry. Tourism is Saskatchewan's fastest growing industry, and Saskatchewan's heritage resources are among the province's most attractive features for tourists. Tourism Saskatchewan, the recently recreated partnership between the Province and the tourism industry, has established a Task Force on Cultural Tourism and involved members of the heritage community on its boards and committees. With the examples of heritage tourism success stories from other provinces and the success of such local attractions as Wanuskewin and Batoche, the heritage community is becoming increasingly aware of the opportunities and issues associated with this area. The challenge facing Saskatchewan's heritage community is to maximize the attractiveness of our museums, historic sites, and heritage festivals while continuing to preserve them and interpret them with sensitivity, authenticity and integrity.

> An assessment of existing or potential tourism markets should be undertaken before new heritage attractions are initiated. . . . It is critical that those components of the heritage community wishing to expand their revenues from tourism integrate their efforts with the tourism industry on a community and regional basis.
>
> Randall M. Williams, President/Chief Executive Officer, Saskatchewan Tourism Authority

In order to ensure their survival as authentic evidence of the past, heritage sites must be developed and presented for the benefit primarily of the people whose heritage they represent - the people of Saskatchewan. Knowledge and understanding of our heritage increase our pride in the place we live in and the things that bind us together, which in turn makes us better hosts to our visitors. Authenticity is also the best guarantee of lasting value for tourism. Visitors who are drawn to Saskatchewan by our culture and heritage prefer authentic evidence of that heritage sensitively presented to "tourist traps" and theme parks. The emphasis on sustainability and preservation by Tourism Saskatchewan as well as by First Nations interests and the heritage community bode well for a reasoned and measured approach to the development of Saskatchewan's heritage tourism potential.

APPENDICES

Appendix A: The Interim Heritage Council

Members:
 Jeremy Morgan, Chair
 Kate Waygood, Vice-Chair
 Lois Baillie
 John Brandon (until May 31, 1997)
 Murray Hamilton
 Bill Hutchinson
 Sandra Massey
 Ken Sagal
 Darlene Speidel

Advisory Services:
 Lorraine Collins, Department of Canadian Heritage
 Susan Birley, Senior Policy Analyst, Saskatchewan Municipal Government

Staff:
 Elizabeth Kalmakoff, Co-ordinator
 Gwen Charman

Appendix B: Consultations

With the heritage community:

March 8, 1996	Regina Preliminary Consultation
March 15, 1996	Saskatoon Preliminary Consultation
October 22, 1996	Heritage Community Meeting - La Ronge
October 23, 1996	Heritage Community Meeting - Prince Albert
October 30, 1996	Heritage Community Meeting - Saskatoon
November 12, 1996	Heritage Community Meeting - Yorkton
November 13, 1996	Heritage Community Meeting - Estevan
November 20, 1996	Heritage Community Meeting - Regina
December 5, 1996	Heritage Community Meeting - North Battleford
December 9, 1996	Heritage Community Meeting - Swift Current
March 19, 1997	Heritage Saskatchewan Committee
May 21, 1997	Regina Heritage Community Meeting on Structure
May 22, 1997	Saskatoon Heritage Community Meeting on Structure

Individual Consultations:

January 24, 1997	Dr. David Gauthier, Executive Director, Canadian Plains Research Centre
January 24, 1997	Dr. Ralph Nilson, Dean, Faculty of Physical Activity Studies University of Regina
January 28, 1997	Donna Krawetz, Executive Director, Policy and Evaluation Branch Saskatchewan Post-Secondary Education and Skills Training Rick Pawliw, Director, Training Delivery Unit Saskatchewan Post-Secondary Education and Skills Training
January 29, 1997	Grant MacDonald, Saskatchewan Council of Cultural Organizations
February 7, 1997	Trina Fallows, Arts, Cultural Industries and Multiculturalism Branch Terry Sinclair, Heritage Branch
February 7, 1997	Bill Henderson, Heritage Regina Mic Phelps, Saskatchewan Architectural Heritage Society
February 12, 1997	Patty Fiori, Museums Association of Saskatchewan
February 25, 1997	Marilyn Jenkins, Eileen McCrank, Provincial Library Scott Pridell, TMC Technology Management Corporation

Written Submissions Received:

Arcola Earth and Sky Society
Michael Bartolf
Battlefords North-West Historical Society
Canadian Languages Network
City of Regina
Department of Canadian Heritage
Eastend Community Tourism Authority
Estevan Public Library
Heritage Branch, Saskatchewan Municipal Government
Heritage Regina
Herschel Interpretive Centre
La Ronge and Area Cultural Centre
Bill Latimer
McCord Museum
Moose Jaw Municipal Heritage Advisory Committee
Museums Association of Saskatchewan
Nature Saskatchewan
Regina Archaeological Society

Rural Municipality of Gull Lake #139
Dr. W. A. S. Sarjeant
Saskatchewan Archaeological Society
Saskatchewan Architectural Heritage Society
Saskatchewan Archivists Society
Saskatchewan Association of Professional Archaeologists
Saskatchewan Council of Archives
Saskatchewan Council of Cultural Organizations
Saskatchewan Genealogical Society
Saskatchewan History and Folklore Society
Saskatchewan Indian Cultural Centre Library
Saskatchewan Organization for Heritage Languages
Saskatchewan Science Centre
Saskatchewan Sports Hall of Fame
Saskatchewan Western Development Museum
Saskatoon Heritage Society
Saskatoon Municipal Heritage Advisory Committee

Organizations represented at the Heritage Community Meetings:

Allen Sapp Gallery
Anglican Diocese of Saskatchewan Archives
Arcola Earth and Sky Society
Battle River Settlement
Birch Hills Historical Society
City of Saskatoon
Department of Canadian Heritage, Regina office
Department of Canadian Heritage, Saskatoon office
Dunlop Art Gallery
Estevan Public Library
Estevan National Exhibition Centre
Estevan Arts Council
First Red Cross Outpost Hospital in the British
Empire
Heritage Regina
Herschel Development Committee
Ireland-Vipond, Trudy
Jolibois, Georgina
La Ronge Historical Society
Lanigan and District Heritage Association
McCord Museum
Meewasin Valley Authority
Museums Association of Saskatchewan
Nature Saskatchewan
Pahkisimon Nuye?ah Library System
Prince Albert Historical Society
Prince Albert Tourism
Regina Archaeological Society
Regina Public Library
Regina Plains Museum
Royal Saskatchewan Museum
Saskatchewan Genealogical Society
Saskatchewan Architectural Heritage Society
Saskatchewan Library Association
Saskatchewan Environment and Resource
Management
Saskatchewan Association of Professional
Archaeologists
Saskatchewan Organization for Heritage Languages
Saskatchewan History and Folklore Society
Saskatchewan Property Management Corporation
Saskatchewan Indian Federated College
Saskatchewan Indian Cultural Centre Library
Saskatchewan Council of Archives
Saskatchewan Council of Archives
Saskatchewan Council of Archives
Saskatoon Municipal Heritage Advisory Committee
Saskatoon Heritage Society
Saskatchewan Council of Cultural Organizations
Southwest Saskatchewan Archaeological Society
Southwest Naturalists' Society
Spy Hill Museum
Swift Current National Exhibition Centre

Swift Current Museum
The Little Gallery
Tourism Yorkton
Town of Kamsack
University of Saskatchewan, Department of
Geological Sciences
University of Saskatchewan Archives
Ukrainian Museum of Canada
Vintage Power Machines
Western Development Museum