



# SASKATCHEWAN'S HERITAGE

## LOOKING FORWARD LOOKING FORWARD

A Discussion Paper prepared by Alecxe Business Consulting  
for SaskCulture Inc.  
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## 1.0 INTRODUCTION

In 2008, SaskCulture Inc. initiated the Heritage Community Consultation to build an integrated framework for a new umbrella heritage organization to provide leadership and collaborative development for Saskatchewan. This discussion paper presents the highlights of the collective wisdom and knowledge of the heritage community in Saskatchewan acquired through a consultation interview survey. The process was conducted by Ken Alecxe of Alecxe Business Consulting (ABC), and supported by *oh my! solutions inc.* (OMS), as the consultant working with the Heritage Community of Interest (HCOI) Committee under contract with SaskCulture Inc.

This discussion paper contains the key findings from the survey and the work of the HCOI Committee regarding heritage issues, challenges, and the aspirations of the heritage community. The proposed community-based heritage organizational model presented in this paper is called, “Heritage Saskatchewan”, as a working title.

The issues of the broadest group of heritage organizations and practitioners also mirror many of the concerns for heritage at the global level expressed through the UNESCO World Heritage Convention. In other words, the results of the survey and this paper do not reflect simply a regional phenomenon, but rather, are part of a global concern for advancing the reflected wisdom and science of heritage management and development.

### 1.1 Overview – How did we arrive at this place and time?

The paper represents the continuation of a long tradition of the heritage community working to find its collective voice in Saskatchewan and to represent the interests of all of Saskatchewan in preserving, conserving and interpreting our heritage for future generations. The voices of First Nations people had shaped traditions and a sustainable way of life for more than 10,000 years on the prairies before the country had entered into Treaties and began to co-exist in prairie communities. By the mid-1800s, new voices in a new territory had begun to express themselves and over the next 150 years have continued to grow organically as this region became part of a global experience of migration and immigration.

The attempt to secure and understand our past for the future began to take shape as a combination of the oral and symbolic tradition of First Nations and Métis began to meld with the written traditions of governments. In 1906, the first museum in Saskatchewan - the precursor to the Royal Saskatchewan Museum - was established to “secure and preserve natural history specimens and objects of historical and ethnological interest.”

In 1897, the Department of the Territorial Secretary for the North West Territories issued an ordinance requesting the keeping of archives, an act that was continued on after the formation of the Province of Saskatchewan in 1905 (Chapman, *Archivaria* 32). By 1909, the Saskatchewan Legislative Library had begun to collect archival information, and through the urging of Arthur Silver Morton, the Historical Public Records Office (HPRO) was established at the University of Saskatchewan, and eventually led to a formal

Saskatchewan Archives Board in 1945. The Saskatchewan Archives Board was thus legislated to begin the systematic process of recording and storing the history of the province.

The First Nations and Métis people continue to preserve their expression as well, through new organizations working on their behalf. In 1972, the Federation of Saskatchewan Indian Nations founded the Saskatchewan Indian Cultural Centre to advance the preservation of indigenous knowledge and in 1980 the Gabriel Dumont Institute of Native Studies and Applied Research had been established to advance and preserve the cultural interests of Métis people in Saskatchewan.

The people of Saskatchewan have always had a strong connection with their natural landscapes and unique places. This has been true for 10,000 years and continues to this day. About 50 miles north of Missinipe is an extensive display of ancient rock art, while today the Greater Sand Dunes ecosystem is under stress. The First Nations and Métis communities of Saskatchewan have had a longstanding special connection with the land. Such issues have also been the focus of community-based organizations like Nature Saskatchewan, which was formed in 1949 as the Saskatchewan Natural History Society (SNHS). Before then, there were a number of local natural history societies and the first local society was formed in 1902 as the Territorial Natural History Society.

In the last 20 years, heritage tourism has begun to take hold in Saskatchewan with the renewal and further development of such interpretive sites as the Royal Saskatchewan Museum, Western Development Museum (WDM), Wanuskewin Heritage Park, Duck Lake Interpretive Centre, Batoche Interpretive Centre, RCMP Heritage Centre, and the T.rex Discovery Centre. This is only a sampling of the large number of heritage sites and museums that exist throughout the province. There is also a large network of heritage landscapes and parks in Saskatchewan at the municipal, provincial and federal levels that contribute to sustainable heritage tourism as well. The recognition of the strong overlap with heritage and tourism potential has resulted in a strong destination mapping activity currently being developed by Tourism Saskatchewan in cooperation with local municipalities.

The first Premier of the Province of Saskatchewan, Thomas Walter Scott, also had a vision of building future heritage values and the responsibility it brings when he commemorated the laying of the cornerstone for the Saskatchewan Legislative Building, as noted in the following excerpt from his speech.

*“How many thousands of feet may climb these stairs in this entrance in the years to come—carrying a burden of responsibility as legislators, one long continuous line of them, year after year, generation after generation, century after century—the trusted, invaluable administrative officials and experts and staffs, contemporaneous lines of them, generation succeeding generation—studious or merely curious processions of spectators and visitors, week after week, year after year. What countless numbers of eyes will scan the brief record on this stone commemorating this day?”*

(Dr. Gordon Barnhart, *Building For the Future*, page 120)

The common interest of tourism and heritage is grounded in sustainability, as evidenced by the UNESCO World Convention. The Horseshoe Region Tourism Destination Map is an example of this new effort to combine the two solitudes of heritage and tourism. Heritage Tourism could come about through use of a common language and the combined efforts of organizations like Heritage Saskatchewan and Tourism Saskatchewan that could help establish a set of guiding principles that bridge both sectors.

In addition, the municipalities, through the Saskatchewan Urban Municipalities Association (SUMA) and the Saskatchewan Association of Rural Municipalities (SARM), are engaging in an asset mapping activity (Municipal Capacity Development Program) that includes much of the regional heritage sites and assets in Saskatchewan.

In 1978, a Saskatchewan Heritage Conference was held that brought together learned speakers from Saskatchewan academia, provincial agencies and community organizations under the leadership of the Saskatchewan Archives Board. Ian Wilson was the Provincial Archivist at that time. The published outcome of that conference helped pave the way for the creation of the first *Saskatchewan Heritage Property Act* in 1979 and the Saskatchewan Heritage Foundation in 1991.

The collective voice of Saskatchewan heritage continues to evolve as our cultural and natural heritage expressions grow and develop. Now we stand together in 2009 to embrace a new, collective voice that seeks to find common ground and common cause among all heritage organizations and practitioners, while continuing to preserve and support the unique voices and activities of all. Through the efforts of SaskCulture and the HCOI Committee, we have opportunity for the present and hope for the future by creating an organization that can take our collective heritage voice to a new level.

Since its inception in 1997, SaskCulture Inc. has been leading the collective effort to embrace all things heritage...all those records, memories, places, people and landscapes that make up the collective consciousness of a society as to who we are...our “gift from our past to our future”. This effort is supported by the 1972 Declaration of the UNESCO World Heritage Convention, which defined heritage as follows:

*Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage are both irreplaceable sources of life and inspiration. Places as unique and diverse as the wilds of East Africa's Serengeti, the Pyramids of Egypt, the Great Barrier Reef in Australia and the Baroque cathedrals of Latin America make up our world's heritage.*

*What makes the concept of World Heritage exceptional is its universal application. World Heritage sites belong to all the peoples of the world, irrespective of the territory on which they are located.*

Since 1972, the World Heritage Centre held a number of conventions to elaborate on this definition. The Declaration of Newcastle in 2005 focused on the importance of Cultural Landscapes and the need to promote understanding, exchange and cooperation between universities, agencies, and practitioners through collaborative research. The Lübeck

Declaration of 2007 emphasized the importance of communication and cooperation between heritage practitioners and tourism stakeholders to develop management plans that lead to sustainable tourism in heritage sites.

According to the World Heritage Centre, as of 2008, there are 878 World Heritage Sites designated, of which there are 678 cultural, 174 natural, and 26 mixed properties, in 145 countries. Of these 878 sites, 15 are in Canada from coast to coast, but none are currently designated in Saskatchewan.

The definition for Heritage developed by SaskCulture Inc. reinforces this notion of natural and cultural heritage and the intergenerational legacy that it represents -- a foundation of values, wisdom and affirmation that allows us to build a sustainable future.

*Heritage is what we have received from the past. It shapes our present identity and provides insight for our future.*

*Within the scope of SaskCulture, heritage includes a range of activities in the areas of stewardship, preservation, research, education and engagement. Within this context these activities must exhibit sensitivity to:*

- *the indigenous natural environment;*
- *the impact of the interaction between human activity and natural environments; and*
- *differing perspectives regarding objects, ideas, places and traditions.*

Since this definition was developed in 2003, with the assistance of the HCOI Committee (formed in 2001), SaskCulture Inc. has organized various mechanisms and forums for the heritage community to come together and discuss the pressing issues of the day.

The “2006 Heritage Forum Discussion Paper” outlined the history of SaskCulture’s concentrated effort to address the issues and recommendations of the heritage sector, beginning with the heritage caucus recommendations in *A New Vision for Saskatchewan’s Heritage (1999)* and the subsequent creation of the Heritage Community of Interest (HCOI) Committee by the SaskCulture Board of Directors.

*“The overall goal of the Heritage Community of Interest is to:*

- *build awareness of linkages and common issues among individuals and organizations within the Saskatchewan heritage community, and*
- *to develop a mechanism for provincial heritage caucus within SaskCulture which would provide a cohesive and unified voice for the heritage community (including cultural, physical and natural heritage).*

*The SaskCulture Heritage Community of Interest Committee was established in 2001 following a Spring Heritage Forum, where delegates from various heritage organizations indicated their support for developing an internal mechanism to support the heritage community of interest within SaskCulture.”*

SaskCulture Inc. supported the Heritage Forums in 1999, 2000, 2004, and again in 2006 discussed the need for greater support for the Saskatchewan Heritage Foundation. Since 1991, the Government of Saskatchewan funded the operations of the Saskatchewan Heritage Foundation. When the Foundation's grants budget was cut by the provincial government, during the period 2004 to 2006, SaskCulture Inc. provided core grant funding to the Saskatchewan Heritage Foundation from the Culture Section of the Saskatchewan Lotteries Trust Fund in order to maintain the Foundation's existence.

In 2007, the Government of Saskatchewan responded positively to Heritage community overtures by reinstating core funding as part of the General Revenue Fund appropriation 2007/08, and then provided a budget increase for the Foundation in 2008/09. This was welcomed by the heritage community, and was recognized as having the potential for an important beginning of a new era for heritage conservation, preservation, and restoration of our collective built environment, landscapes, and history.

In 2009, with the proposed creation of Heritage Saskatchewan (working title), we have an opportunity to create a collective voice for heritage that will help make the whole of our individual efforts greater than the sum of its parts.

## **1.2 Other Jurisdictions**

The overarching organization for built heritage in Canada is the Heritage Canada Foundation, established in 1973 as a member-based charity. It advocates for heritage preservation and plays an educational role across Canada. It holds forums for discussion of pan-Canadian heritage issues but it has limited funding for preservation or conservation of national sites. The Historic Sites and Monuments Board, working through Parks Canada, provides national designations for heritage sites across the country.

The three levels of government administer the array of legislation, regulations and policies that concern heritage preservation, conservation and interpretation. In Saskatchewan, the Ministry of Tourism, Parks, Culture and Sport houses the provincial legislation and much of the scientific capacity for heritage through the Heritage Resources Branch, Saskatchewan Archives Board, Saskatchewan Heritage Foundation, and the Royal Saskatchewan Museum. Since its inception, the University of Saskatchewan also has a long history in the science and interpretation of heritage in Saskatchewan through its academic departments and as a custodian of one of the largest collections of gothic heritage buildings in Canada. The University of Regina, though its history in this area is shorter, also has strong academic and research contributions to the sciences of heritage.

New collaborative approaches for heritage and tourism are being sought across Canada. In April 2005, the Building Market-Readiness Working Group of the Federal-Provincial-Territorial Cultural/Heritage and Tourism Initiative published their success factors and benefits of collaboration. These are also appropriate success factors and benefits for describing the potential outcomes of building Heritage Saskatchewan:

- Success Factors
  - Dedicated effort and resources assigned
  - Extended community commitment (3 years minimum)
  - Sustainable
  - Market readiness
  - Defined and focused
  - Combined business model (community – business – government)
  
- Benefits of Collaboration
  - Access to new skill sets and ideas
  - Sharing of tasks and workload among multiple partners
  - Pooling of funds for shared needs such as training and marketing
  - Better communications and networking
  - Critical mass of experience and effort
  - Increased long-term awareness of assets and strengths

Across Canada, each province has a heritage funding organization or land trust that focuses primarily on built heritage and a limited focus on natural landscapes and cultural heritage. Provincial organizations like Heritage British Columbia, Heritage Community Foundation (Alberta), the Architectural Conservancy of Ontario, Conseil des monuments et sites du Québec, or the Heritage Trust of Nova Scotia are primarily focused, again, on built heritage and have limited funding. None of these organizations are inclusive of the entire heritage community of practice in their respective provinces.

The Association of Heritage Industries of Newfoundland and Labrador aspires to being broadly representative of all heritage activity in their region, and have an inclusive list of members, but have very limited resources for the task. They have, nevertheless, made excellent progress with their studies of the socio-economic benefits of heritage and have built a valuable Heritage Planning and Development tool that resides on their website.

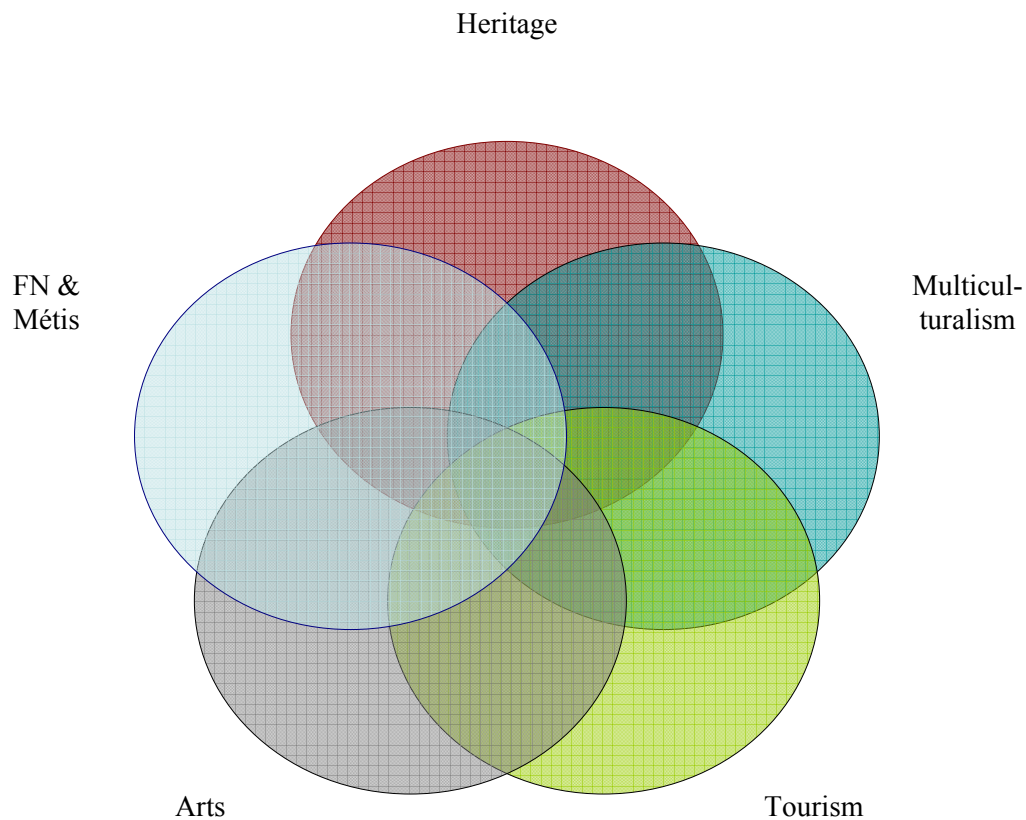
In the United States of America, the Heritage Foundation – “Leadership for America” – is a broadly based organization that has extremely strong community involvement and funding capability. In the U.S.A., heritage has a highly valued community-based presence and it is considered a national obligation to preserve heritage and history, rather than a privilege.

In the cultural sphere of influence in Canada, the arts have been highly organized and visible in their regions and communities for more than a hundred years. While there is a long history of museums and archival activity in Saskatchewan, it does not match the level of intensity and activity of the arts.

As a result, the arts has leadership organizations at the national and provincial levels that conduct research, make briefs to governments, and initiate strong development programs. The Canadian Conference of the Arts, nationally, and the Saskatchewan Arts Alliance, provincially, are clear examples of best practices for community-based leadership in the arts. The heritage community could adapt best practices from these two organizations for

Heritage Saskatchewan, while maintaining a positive, collegial approach to leadership in representing the collective interests of the heritage community.

There are a number of key sectors in Saskatchewan whose activities and purposes strongly overlap each other. Those sectors are identified in the diagram below. The survey has shown an obvious overlap between various solitudes that work together some of the time, but could work together more effectively with a clear, combined purpose and agenda. Five of the solitudes that come to mind that would benefit from the work of Heritage Saskatchewan, as it is envisioned, are: Heritage, Tourism, Arts, Multiculturalism, and First Nations (FN) and Métis.



The overlap of these sectors needs to be further explored and understood by the heritage community and stakeholders. The greatest opportunities for collaboration could likely be found where the greatest overlap occurs.

### 1.3 Process

The survey, of the heritage community, conducted by Alecxe Business Consulting on behalf of SaskCulture Inc. (See Appendix D) resulted in a first-round of 42 interviews (See Appendix B for the list of participants). The list of second-round interviews expanded substantially as the interest and excitement grew in the heritage community and its stakeholders (See Appendix C). The Review-Discovery-Discuss-Decide (RDDD) process used by the consultant, Ken Alecxe, is a result of his 34 years of experience in building organizations, programs, and developing public policy. This process helps a broad group of people to sort through complex sets of common issues to find new collaborative solutions.

Based upon the groundwork of the HCOI Committee that began in 2001, SaskCulture Inc. supported the heritage survey and the development of this discussion paper. The discussion paper reflects the identified needs and aspirations of the broad heritage community in Saskatchewan. It began with 25 interviews and the early results called for an expanded consultation to 42 interviews include a broader selection of all heritage organizations and practitioners in the province. A similar list of a second round of further consultations has been created for the transition period for the creation of Heritage Saskatchewan. (See Appendix C)

People in the provincial heritage organizations, institutions, and all levels of government have something to say and a keen interest in moving the heritage agenda forward. In this way, all the participants in the survey and those at the Heritage Forum 2009 are “looking forward” and intent on leaving a gift from the past to the future; the gift of an organization that exhibits best practices in leadership and development – an organization that reflects the issues and challenges of the heritage community and that is called “Heritage Saskatchewan” as a working title.

This paper provides an overview of the results of the survey and then delves into the purposes and a proposed structure of Heritage Saskatchewan that arises from the comments of the participants. The objective of the Heritage Forum 2009 is to review, in small working groups, the stated purposes and structure of Heritage Saskatchewan, and then report back to plenary with their respective findings. These findings will then be assessed by the HCOI Committee with the support of the consultant, who will then provide the Board of SaskCulture a final set of recommendations respecting the realization of Heritage Saskatchewan as a new provincial cultural organization.

**“Our heritage and ideals, our code and standards - the things we live by and teach our children - are preserved or diminished by how freely we exchange ideas and feelings.” – Walt Disney**

## 2.0 SURVEY RESULTS

There is an overwhelming, positive consensus displayed in the results, a consensus that a vehicle for overarching leadership is needed, and that there is a strong desire for participants to be involved in making it work for everyone. The survey included a broad cross-section of representatives from the heritage sectors:

- Institutions
- Provincial heritage organizations
- Government ministries and agencies (federal, provincial and municipal)
- Academia & practitioners
- Stakeholders and partners (heritage, tourism, arts, First Nations and Métis)

### 2.1 Key Issues

The key issues facing the heritage community in Saskatchewan described in the survey findings can be sorted into the following broad headings:

- Review and represent common interests to decision-makers
- Diverse and isolated heritage community - Balkanized
- Funding – assess the case for lifting funding for heritage activity overall (including government activity and institutions such as the Western Development Museum, Royal Saskatchewan Museum, Saskatchewan Heritage Foundation, Government of Saskatchewan’s Heritage Branch, Wanuskewin) and for heritage activity at large
- Assess and support the development of key resources for municipal and provincial government ministries and agencies
- Public policy priorities – community-based focus of government
- Sharing and collaborating – projects, activities
- Public awareness and communications – value of heritage, preserving, publishing, showcasing, celebrating
- Information needed
  - Definition and public perception of heritage
  - Research gaps – demographics, heritage asset valuation and risk analysis, metrics, changing societal needs and values
  - Data bases – accessibility, interoperability
  - Information at risk – digitization
  - Policy and discussion papers
- First Nations and Métis – unique issues, capacity building, e.g., Keeping House(s), language preservation, site designation
- Heritage landscapes and places – ancient rock art, burrowing owls, and unique formations under stress
- Marketing – identification of opportunities for collaboration
- Land use policy and authority – local government, land development, valuation, “built” focus, streetscape and natural sites need to be addressed

- Governance – needs to be inclusive and representative
- Education and curriculum – access and distribution of heritage knowledge
- Creating awareness and defining heritage – promote a clear understanding of the broad spectrum of heritage resources and challenges for all aspects of heritage, including built, natural, social, and cultural

## 2.2 Purposes of Heritage Saskatchewan

Heritage Saskatchewan needs to exhibit key characteristics in order to provide the desired purposes expressed by the heritage community and its stakeholders. These are listed below in broad categories:

- Leadership – bring the community together:
  - Provide sense of purpose, place and pride
  - Unified voice on common issues to stand as a peer with other sectors
  - Collaborate on education, conservation, preservation, interpretation, promotion, research and supporting government measures through a positive approach
- Development - excellence and best practices:
  - Provide non-financial resources:
    - Logistics and legacy systems
    - Project coordination
    - Big picture – unified understanding and voice
    - Broker partnerships
  - Identify and develop collaboration with other sectors, such as economic development, by bringing heritage and tourism together, and by developing a common language to support a business model for creative industries
  - Research agenda – fill gaps with core research projects
  - Develop core leadership, business models, and management skills
  - Marketing agenda - create common marketing opportunities for heritage knowledge, sites, and products
- Accessibility – strong on-line presence to:
  - Engage the public – understanding and awareness
  - Disseminate information – e-mag, blog, data bases, active projects in the community
  - Communicate - link between heritage groups and practitioners
- Representation:
  - Broad, inclusive membership base
  - Elected Board of Governors
  - Active committee structure
  - Recognition of unique issues of First Nations and Métis
- Communication:
  - Identify common goals, purposes, activities, projects
  - Develop a “language of the people” to describe heritage
  - Promote linkages between stakeholders; and “exist in the space between heritage groups” whereby they are connected and given new opportunities

## 2.3 Key Activities and Deliverables

In keeping with the key issues facing Heritage Saskatchewan and the desired purposes that it needs to fulfill, the following key activities and deliverables have been gleaned from the survey results:

- Leadership
  - Promote a greater investment in preservation and promotion of heritage by governments, communities, corporations, and individuals
  - Assess the legislative needs of the community and provide briefings
  - Transmit intergenerational heritage values
  - Broker tax incentive regimes where need is demonstrated
  - Build ambassadors and notable champions across the province; and provide them with tools to assist in further promotion
  - Create annual heritage forums and ongoing, focused committees whereby the heritage community can come together to address key issues
  - Provide policy overview and development, while provincial and community-based heritage organizations provide heritage programming and products
  - Provide a professional mentoring program and workshops
- Development
  - Spur a research agenda and tell the Saskatchewan story – assess and describe the breadth and depth of heritage assets, resource base, and activity in the province
  - Develop key partnership agreements – corporate sector, governments, arts, tourism, creative industries
  - Demonstrate early “winners” or successes; showcase and celebrate them
  - Assess the training and development needs of heritage organizations and practitioners, and work with SaskCulture to meet these needs
  - Provide materials and input to education and curricula authorities and establish education partnerships; and develop heritage teachers
  - Establish an annual Heritage Forum to highlight and discuss key issues and opportunities
  - Develop multi-year marketing strategy for cooperative participation of heritage in the creative industries and tourism
  - Build on the current destination mapping efforts for heritage, and work with First Nations and Métis groups to build maps that reflect indigenous place names and values.
- Accessibility
  - Establish an heritage website that provides access to all relevant data bases, discussion blogs, online heritage kits for parents and teachers,
  - Use the Internet as a heritage clearinghouse of information and collaborative opportunity, where practitioners and organizations can find a listing of all prospective and active projects in the community
  - Ensure all committee activity is identified and updated on the Internet with an open opportunity to present briefs and be part of the process

- Collaborate with other agencies in the development of accessibility initiatives, such as the Outreach Program of the Provincial Archives and the projects developed under the federal government's Aboriginal Language Initiative
- Representation
  - Memberships are open to institutions, interpretive centres, provincial heritage organizations, community-based organizations, related associations, government agencies (municipal, provincial, federal), practitioners, interested volunteers, and corporate entities
  - Establish an elected Board of Directors with 12 members, represented from key sectors (8) and the community at large (4)
  - Key representative sectors on the Board (2 members each): Institutions and interpretive centres, academia and practitioners, First Nations and Métis, government ministries and agencies (ex officio)
  - Establish the following committee structure: governance, research, policy, digital information, organization and skill development, communications and marketing
- Communication
  - Develop an annual Communications Strategy (priorities, messaging, venues, opportunity identification, target audience, demographic)
  - Continue online and physical publications – “Heritage E-Advocate”
  - Establish “look and feel” for Heritage Saskatchewan through logo, by-line, and key messaging to build an awareness of the “word” heritage as well as the “work” of heritage
  - Develop key events and media releases in collaboration with partners and stakeholders
  - Craft and distribute pamphlets, occasional papers, articles for mainstream media
  - Promote continuous dialogue
  - Showcase best practices, heritage champions, etc.

## 2.4 Support

The support sections of the survey were used to cross-validate earlier comments. The feedback received from the survey participants was remarkably consistent with earlier observations and comments.

- Participants almost universally identified the need for a multi-year commitment to adequate resources for Heritage Saskatchewan to be able to deliver its key business lines.
- Stakeholder buy-in is critical, and a clear, concise, multi-year agenda is required. There is strong commitment and energy coming from the heritage community in the province.
- The heritage community must be involved and they have indicated a very strong willingness to come to the table, build Heritage Saskatchewan as a strong representative vehicle, and work toward the larger and longer interests of all of heritage.
- Key members of the heritage community are willing to be involved as volunteers, commit resources, and pay memberships. They are also willing to work as “heritage teachers” on behalf of the larger public interest, and contribute to policy development and governance.
- The SaskCulture Board of Directors has committed funding in-principle toward the core requirements of Heritage Saskatchewan. This needs to be revisited and solidified once the results of the discussion paper and the Heritage Forum are assessed and put into a set of recommendations.

## 2.5 Key Challenges

The following key challenges were identified as being cautionary notes that Heritage Saskatchewan needs to be aware of in its formative stages:

- Ensure there is a positive approach toward heritage leadership and development, and avoid one-dimensional advocacy.
- Find a common language for heritage to participate in sustainable tourism and economic development, while being attentive to the business case model.
- Build a case for economic and social impact of heritage and evaluate the complex set of heritage economic determinants.
- Build the case for a long-term, balanced vision and the intrinsic value of heritage as well as the economic. The continuation of a downside economy will likely need a considered response to the potential for future heritage program reductions by various levels of governments.
- Governance must be inclusive.
- Adequate resources need to be in place.
- Build pride and a sense of place, and do not start small.
- Early wins needed – find the low hanging fruit.
- Extend the consultation survey process to a second round that involves other stakeholders (See Appendix C).

# “When we work together, we work smarter...” T.rex Discovery Centre

## 3.0 PROPOSED ORGANIZATION STRUCTURE

The leadership organization (Heritage Saskatchewan) offered for consideration, and the following vision, mission, goals, and values, arise from the results of the consultation survey. The Heritage Saskatchewan organizational structure would be member-based, would use a board governance model, and would be inclusive of all heritage activity in Saskatchewan.

### 3.1 Vision, Mission, Goals and Values

- **Vision Statement**

Heritage is accepted as a valued and dynamic legacy that creates an understanding of our past, is used to build communities in the present, and informs our choices for the future.

- **Mission Statement**

Heritage Saskatchewan represents the common interests of all heritage organizations and practitioners in Saskatchewan.

- **Goals**

The following goals must be understood within the context of the preceding vision and mission statements:

- Expand public awareness and understanding;
- Develop broad policy options;
- Enhance collaborative opportunities; and
- Identify and promote the heritage needs of the community.

- **Values**

The following values describe the key guiding principles for how the survey participants would like Heritage Saskatchewan to conduct itself, and, thereby, represent the broadest interests of the province’s heritage communities of interest:

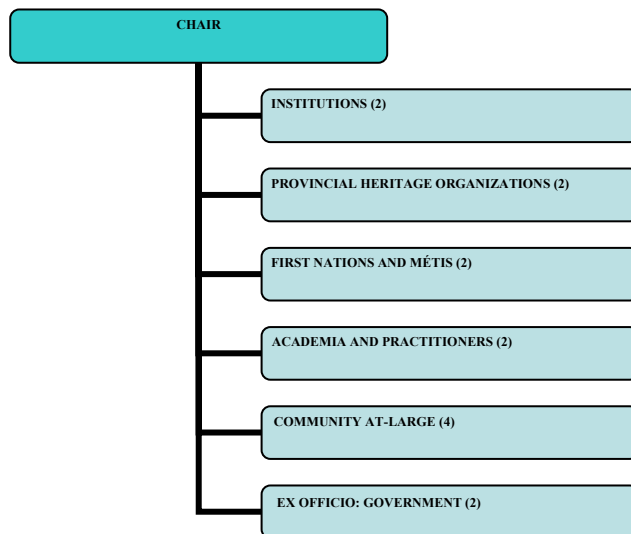
- **Stewardship**
  - Heritage is a legacy and a trust that needs to be taken care of as part of all ongoing plans, policies and projects. This includes establishing and preserving provincial standards, professionalism, and best practices.
  - Heritage contributes to both community values and economic development as part of the creative industries sector.

- **Sustainable**
  - Heritage activities must be sustainable; and heritage sites, places and stories must be treated as a legacy for future generations.
- **Community-based**
  - The focus is on the benefits and opportunities for heritage at the community level within the national and provincial context.
  - Encourage individuals' contributions and understanding of heritage resources in a community context.
- **Inclusive**
  - Membership and organizational activities will be open to all who have an interest in the stewardship of heritage, with attention to the unique voice of First Nations and Métis.
- **Collaborative**
  - Collaborative opportunities and partnerships will be developed, including tools and models that can be broadly accessible.
- **Transparent**
  - All policy research and project development will be communicated and open to the membership.
- **Communication**
  - There is clear, timely communication to the members and stakeholders.
- **Incremental**
  - The work of the organization will be incremental to the activities of the members, and will focus on policy, research, sharing data, and collaboration.
- **Accountable**
  - Accountability will exist through the Board of Directors and through annual/quarterly planning and reporting by management. An Annual General Meeting will hold open elections for the Board of Directors, and management will provide reports on activities to the members.
- **Accessible**
  - Regular reports and communication briefs are made available to members, particularly on-line. Staff will be open and responsive to the needs of members and the priorities of the day.

- **Recognition**
  - The legacy and contributions of those individuals and groups who have built heritage will be recognized and celebrated.
  - The contributions of the community toward building a heritage legacy will be supported and celebrated.
- **Sensitive**
  - The interests and priorities of members will be respected in developing a common set of heritage priorities and plans, with sensitivity to First Nations and Métis.
- **Positive**
  - The business of the organization will be conducted in a positive and collegial manner, with a focus on continuous improvement.

### 3.2 Governance

The Board of Directors would be made up of 12 individuals plus two ex-officio individuals from government. Board science tends to describe this as the optimal number of board members for a community-based organization. It allows for broad representation while not being too large and unwieldy.



The Board of Directors would need to establish its committee structure as outlined earlier in this paper, although many could be management committees rather than Board committees. The Board would also need to determine, with the help of senior management, the extent to which it would be a policy board, and where it might have operational involvement.

Initially, the Chair of the Interim Board will be selected from amongst the 12 Directors. The representative sectors on the Board will be determined as follows:

- Institutions – large heritage institutions such as: Western Development Museum, T.rex Discovery Centre, and Wanuskewin Heritage Park
- Provincial Heritage Organizations – the six Heritage PCOs that are members of SaskCulture
- First Nations and Métis – one representative from each
- Academia & Practitioners – paid and volunteer people who work in the business of heritage
- Community-at-large – Board representatives who come from the membership
- Ex-officio – non-voting appointees from the municipal and provincial governments

The criteria for selecting the Board members will be similar to that used by other community-based provincial organizations, such as SaskCulture itself:

- ‘Foundation skills’ – variety of skills needed to support broad leadership
- ‘Policy Board’ – acquire people who understand policy and can work on behalf of the whole heritage community
- ‘Leadership’ organization – need good communicators with strong public relations skills
- ‘Knowledgeable’ – strong heritage background, but broadly focused
- ‘Balance’ – cross-section of disciplines and geographic regions (best efforts)

### **3.3 Regional Committees/Forums**

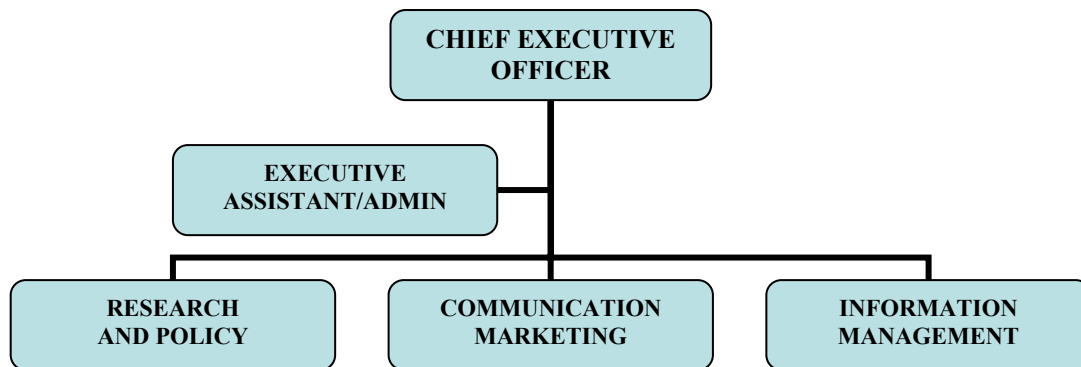
As a community-based provincial organization, Heritage Saskatchewan also needs to be responsive and active at the local and regional level. One of the more effective ways of doing this is to develop a regional structure of local committees and/or forums that can provide venues for dialogue and activity across the heritage spectrum for anyone who wishes to be a member and become involved.

These geographical regional heritage structures or forums would create more local community access and activity, and could feed into other sectors. The regional committees and forums could support the work of the Tourism Regions (7) or the Sport Culture and Recreation Districts (9). This will need further dialogue and consultation in an open forum with prospective Heritage Saskatchewan members.

**“We need to look back at our wonderful natural and human heritage, and cherish and protect the abundant values to be found there. We need to look out to the sides and see other parts of the world that need our help and can provide good ideas to go forward... We need to look ahead to be certain that our actions of today will make the world a better and richer and more varied place for our grandchildren and their grandchildren.” – Robert Bateman**

### 3.4 Structure

Heritage Saskatchewan would need a simple, but effective organizational structure to deliver the key activities for the purposes outlined earlier in this paper. It would also need a small staff of about five people with highly developed leadership skill sets, particularly in regard to collaborative skills, communications, and insightful policy analysis. The following proposed structure embodies the critical areas of interest distilled from the consultation survey:



- Chief Executive Officer (CEO) – besides general executive management and strong leadership skills, the CEO needs advanced skills in advocacy, networking, collaboration, fundraising, partnerships and strategy formulation
- Information Management – the digital technology person needs expert data management and IT skills to build websites, databases, on-line resources and collaborate with member organizations in developing a “clearing house”
- Research and Policy – the research and policy individual needs to be able to work with the CEO to assess the research needs and agenda of the members, and to consult with the members and governments to prioritize research projects and policy development
- Communication and Marketing – the communications and marketing individual must be sensitive to the members and consult with them to develop strategies for public relations and media, ‘look and feel’, events, and publications

### 3.5 Resources

To accomplish the foregoing, the combined resources assigned for Heritage Saskatchewan would need to be approximately \$500,000 per annum assigned according to these general categories:

- Wages and salaries: \$250K
- Benefits: \$40K
- Administration, travel and office: \$40K
- Research and policy: \$50K
- Communications and marketing: \$50K
- Information management: \$40K
- Collaboration and stakeholder development: \$30K

Revenue would come from structured membership fees that would be graduated depending upon the type of member. The membership process could be also structured as an “add-on” to the individual memberships of existing member organizations, similar to the Tourism Saskatchewan process.

Additional funding would be based upon project proposals to various agencies and the availability of such funds. In this way, Heritage Saskatchewan can evolve and adjust according to the needs and priorities of the day.

The availability of resources and the potential for alternative resource models needs to be further assessed in the early days of the proposed heritage leadership organization.

Contracting out and contributions in-kind from stakeholders would need to be explored in the first year. The development of a firm budget would be the first task of an Interim Board. SaskCulture Inc. has approved some core funding in principle. The scope of Heritage Saskatchewan, as proposed, brings into the mix stakeholders from other sectors that may be able to make resource contributions in one form or another. These considerations would likely be part of the next round of consultations and organizational design during the transition and implementation phase.

## APPENDIX A: INTERIM STRATEGY

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These are the broad priorities of the Interim Board of Directors to implement the results of this discussion paper and the dialogue arising from the Heritage Forum, February 21, 2009.

- Business Model – Develop a business model for the involvement of the heritage community in the creative economy, particularly Tourism, Arts and Heritage product development.
- Structure
  - Organize regional committees and/or sector committees
  - Organize the first Annual General Meeting to elect the first Board of Directors
  - Establish organizational structure with CEO and staff
- Organization Development
  - Committee structure development and priorities
  - Member and public surveys
  - Heritage asset and resource valuation for the province
  - Public awareness campaign
  - Information assembly and management
  - Enhance the web site for the organization and develop/load Heritage Planning and Development Tools for member access
  - Development of tools for enhancing standards and professional expertise

### YEAR ONE

- Transition
  - Approval by SaskCulture Board of Directors
  - Appoint Interim Board of Directors for Heritage Saskatchewan
  - Interim CEO and support
  - Create a Constitution and By-laws for ratification by members at the first Annual General Meeting
  - Create a committee structure to cover key policy areas
  - Begin the second round of consultations with the broad heritage community in Saskatchewan
  - Consult with prospective members and establish a framework for Regional Heritage Councils
  - Build a Heritage Saskatchewan web site with links to member organizations
  - Initial high-level, multi-year Strategy: *The Way Forward* as a discussion paper for Heritage Saskatchewan and its members
  - Organize an Annual General Meeting (to occur within one year's time, and no later than April 2010) to allow members to elect a full Board of Directors who will hire a full-time CEO.

## **APPENDIX A: INTERIM STRATEGY (continued)**

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### **YEAR TWO**

- Strategies
  - Develop and implement a full three-year Strategy and Policy for the organization following input by the members:
    - Projects listing and collaborative opportunities
      - Changing environment
      - Key policy issues and priorities of the members
      - Key opportunities for broad initiatives
  - Develop and implement a Communications Strategy to represent the purposes and early initiatives of the organization
    - “look and feel”
    - Key messaging
    - Ambassadors and heritage teachers/elders
  - Initiate the development of a Business Model for the involvement of the heritage community in the Creative Economy, particularly Tourism, Arts and Heritage product development.
  - Develop a Research Strategy to address key research gaps identified by the members.
- Organization development
  - Committee structure development and priorities
  - Member surveys
  - Heritage asset and resource valuation for the province, as both an economic and community asset
  - Public awareness campaign
  - Information assembly and management
  - Enhance the web site for the organization and develop/load Heritage Planning and Development Tools for member access
  - Development of tools for enhancing standards and professional expertise

## **APPENDIX B: CONSULTATION PROCESS – STAKEHOLDERS**

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The Consultant met with 42 key representatives from each of the following groups in order to solicit their feedback on the creation of a heritage advocacy organization in Saskatchewan (See Appendix D for the Survey Methodology and Interview Guide):

- Large Heritage Institutions:
  - Royal Saskatchewan Museum
  - T.rex Discovery Centre
  - Wanuskewin Heritage Park
  - Western Development Museum
- Provincial Organizations:
  - Museums Association of Saskatchewan
  - Nature Saskatchewan
  - Saskatchewan Archaeological Society
  - Saskatchewan Architectural Heritage Society
  - Saskatchewan Arts Alliance
  - Saskatchewan Council of Archives and Archivists
  - Saskatchewan Genealogical Society
  - Saskatchewan History and Folklore Society
  - La Société historique de la Saskatchewan
  - SaskCulture Inc.
- Provincial Ministries and Agencies:
  - Enterprise Saskatchewan
  - Ministry of Advanced Education, Employment and Learning
  - Ministry of Education
  - Ministry of Municipal Affairs
  - Ministry of Tourism Parks Culture and Sport (Culture and Heritage Branch, Parks Branch, Tourism Branch)
  - Saskatchewan Archives Board
  - Saskatchewan Arts Board
  - Saskatchewan Heritage Foundation
  - Tourism Saskatchewan
- Federal Ministries and Agencies:
  - Heritage Canada Foundation
  - Historic Sites and Monuments of Canada
  - Western Economic Diversification Canada
- Universities:
  - University of Regina
  - University of Saskatchewan
- First Nations and Métis Organizations:
  - First Nations University of Canada
  - Gabriel Dumont Institute
  - Saskatchewan Indian Cultural Centre
  - SaskCulture's First Nations & Métis Advisory Circle
- Municipal Government:
  - Municipal Heritage Advisory Committees:
    - Regina
    - Saskatoon
    - Yorkton
  - Saskatchewan Association of Rural Municipalities
  - Saskatchewan Urban Municipalities Association
- Individual:
  - His Honour the Honourable Dr. Gordon L. Barnhart, Lieutenant Governor of Saskatchewan

## APPENDIX C: CONSULTATION PROCESS – SECOND ROUND OF INTERVIEWS

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- Large Heritage Institutions:
  - RCMP Heritage Centre
- Provincial Organizations:
  - Association of Professional Community Planners of Saskatchewan
  - Multicultural Council of Saskatchewan
  - Rural History & Culture Association of Saskatchewan
  - Sask Sport Inc.
  - Saskatchewan Association of Architects
  - Saskatchewan Association of Landscape Architects
  - Saskatchewan Association of Professional Archaeologists
  - Saskatchewan Chamber of Commerce
  - Saskatchewan Economic Development Association
  - Saskatchewan German Council
  - Saskatchewan Geographic Names Board
  - Saskatchewan Military Museums - Gord Goddard
  - Saskatchewan Organization for Heritage Languages
  - Saskatchewan Parks & Recreation Association Inc.
  - Saskatchewan Youth Heritage Fair Association Inc.
  - Ukrainian Canadian Congress - Saskatchewan Provincial Council Inc.
- Provincial Government Ministries & Agencies:
  - Ministry of Government Services
    - Accommodation Services Division - Donald Kopp, Assistant Deputy Minister
  - Ministry of Education
    - Humanities - Lynda Oliver, Arts Consultant
    - Social Sciences - Brent Toles, Consultant
  - Enterprise Saskatchewan
    - Gerry Offet, Chief Operating Officer
    - Bryon Burnett, Vice President, Marketing & Investment Attraction
    - Bill Spring, Director, Infrastructure & Services
    - Suzanne Bell, Chair, Sector Committee for Arts & Culture
    - Hugh Vassos, Chair, Sector Committee for Tourism
  - Municipal Capacity Development Program - Shelley Kilbride, Manager
  - Saskatchewan Archives Board - Nadine Charabin, Chief Archivist & Manager of Outreach
- Federal Government Ministries & Agencies:
  - Canada Lands Trust
  - Department of Canadian Heritage
  - Nature Conservancy of Canada
  - Parks Canada
    - Elaine Rohatensky, Cultural Resource Management Advisor with Parks Canada, South Saskatchewan Field Unit
  - Saskatchewan Federal Council of Senior Officials
- Municipal Governments & Regional Organizations:
  - Municipal Heritage Advisory Committees:
    - Estevan, Lloydminster, Melfort, Melville, Moose Jaw, North Battleford, Prince Albert, Swift Current and Weyburn
  - Culture & Community Development for the Northern Sport, Culture and Recreation, La Ronge
  - Saskatoon Heritage Society
- Individuals:
  - Dr. Ernie Walker & Dr. David Meyer - Department of Archaeology, University of Saskatchewan
  - Lorne Carrier - Aboriginal Tourism Association of Saskatchewan
  - Randy Fernet - 1885 project, Tourism Saskatoon
  - Trevor Powell - former Saskatchewan Archivist

## **APPENDIX D: SURVEY METHODOLOGY AND INTERVIEW GUIDE**

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Following are the key points of the methodology employed by the Consultant:

- The Consultant brings a broad-based background with direct experience in the cultural and heritage communities through previous work as a senior executive in government and crown corporations, and as a community volunteer. This allows an easy familiarity and understanding with the needs and issues being faced by the heritage community.
- The Review – Discovery – Direction – Decision (RDDD) Approach has been developed by the Consultant through years of experience and has been shown to be very effective in facilitating meetings of diverse interests who are seeking common ground:

### **Review – Discovery – Direction – Decision**

This approach is designed to “keep it simple” and facilitate discussion to get to the key issues quickly while, at the same time, finding common ground. It accentuates the positive work that has already been done by the Heritage community to assess marketing needs and its public profile.

- Review – understand where the community of interests has come from and what it can achieve in building consensus around an advocacy organization that broadly represents the interests of the entire Heritage community.
- Discovery – develop new understandings and benefit from the experiences of other communities of interests who have successfully developed advocacy organizations.
- Direction – apply the lessons to be gleaned from others to the Saskatchewan context; determine how the Heritage community of interests can develop an advocacy agenda with the different levels of government; and create a single strong voice from a multiplicity of voices that need to be heard in the community of interests.
- Decision – set a strong course of action to build a sustaining organization that will represent the issues of Heritage community in a unified voice today, while being sensitive and adaptable to the needs of the Heritage community of interests in the future.

### **Sensitive and Sensible**

- Added to the mix is a strong sensitivity by the Consultant and Associates to the need for strong facilitation and listening skills in approaching community-based interest groups.

### **Consultation Interview Guide**

- Key Questions:
  - What are the key issues in the Heritage community?
  - What does this organization need to look like to be exciting?
  - What are the key activities or deliverables needed from an advocacy organization?
  - How will the new advocacy organization support all the Heritage communities of interest in the province?
  - What kind of support does the new advocacy organization require?
  - What are the key challenges facing the new advocacy organization?
  - What direct support will you provide to the new advocacy organization?
  - Other comments?

**APPENDIX E:  
HERITAGE COMMUNITY OF INTEREST (HCOI) COMMITTEE  
- MEMBERS**

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Terry Sinclair, Chair – Regina

Finn Andersen – Regina

Mary Rose Boyer – Roche Percee

Ingrid Cazakoff – Shaunavon

Doug Chisholm – La Ronge

Kristin Enns-Kavanagh – Saskatoon

Carey Isaak – Regina

Joe LeClair – Moose Jaw

Sandra Massey – Regina

Dave Norris – Saskatoon

Gary Seib – Regina

## APPENDIX F: CONSULTANT & SUPPORT

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### Ken Alecxe, ALECXE BUSINESS CONSULTING

- In March 2008 Ken Alecxe established his consulting company, Alecxe Business Consulting. His company provides consulting services in strategic and business planning, feasibility studies, corporate governance, project management, performance management and executive coaching, and industry sector analysis.
- From January 2004 until March 2008 Ken was the President and CEO of Saskatchewan Communications Network (SCN), the province's public education broadcasting network. In that time, the new strategic approach developed under Ken's leadership resulted in an increase in SCN's regional market penetration from 26% to 45%. During that time Ken was also Chair of the Association of Tele-Educators of Canada and led numerous joint submissions to the Canadian Television Fund and the Canadian Radio and Television Commission.
- Over the years Ken has brokered numerous major projects with Western Economic Diversification Canada, including such diverse examples as the investment of \$9.4 million in the Canadian Light Source at the University of Saskatchewan, Hitachi Industries expansion, Meadow Lake Hardwood Sawmill, Wanuskewin Heritage Park, the Saskatchewan Communications Network and the Canada/Saskatchewan Production Studio and Sound Stage.
- Some of Ken's previous appointments include such positions as the Associate Deputy Minister for Post-Secondary Education in the Government of Saskatchewan, and Associate Deputy Minister for Culture and Recreation in the Department of Municipal Government.
- From 1993-1996, Ken was responsible for Culture and Recreation, during which time he initiated the Cultural Strategy for Saskatchewan that created a public policy framework for the community-based formation of SaskCulture and that led to revised arts legislation. Ken also worked on the initial legislation for the labour tax credit program for film production in Saskatchewan.
- Ken has a Master's Degree in Political Science from the University of Regina, and has published two books on technological change and its impact on the prairie labour market through the Canadian Plains Research Center.

### Olivia Shumski & Yvonne Gray, *oh my! solutions inc.*

- Olivia Shumski and Yvonne Gray are the sole owners & managers of *oh my! solutions inc.*, a project and event management company established in April 2006.
- With several decades of experience in the areas of project and event management, Olivia and Yvonne have a keen understanding of what it takes to plan, coordinate, manage and implement all types of projects, events and meetings, regardless of their size.
- Olivia worked with Saskatchewan Council of Cultural Organizations (pre- SaskCulture) from 1985-1997, in a variety of capacities, including that of communications and events manager.
- From 1997 to the spring of 2006, both Olivia and Yvonne worked for the provincial government on Saskatchewan's millennium and centennial projects and celebrations.
- Over the years, and through their various positions, Olivia and Yvonne have built and maintained strong working relationships with major provincial organizations in the tourism, sport, culture and recreation sectors. They have also developed positive working relationships with key individuals in Saskatchewan's thirteen cities and in many communities across the province.
- Together they bring a range of skills well suited for project management, including: strong organizational, administrative and public relations skills; a talent for logistics and a keen attention to detail.
- In 2005, Olivia and Yvonne each were awarded the Saskatchewan Centennial Medal.
- [www.ohmysolutions.com](http://www.ohmysolutions.com)

