



Chimberland Museum and Archives.

Village of Cumberland Heritage Management Plan Volume I: Management

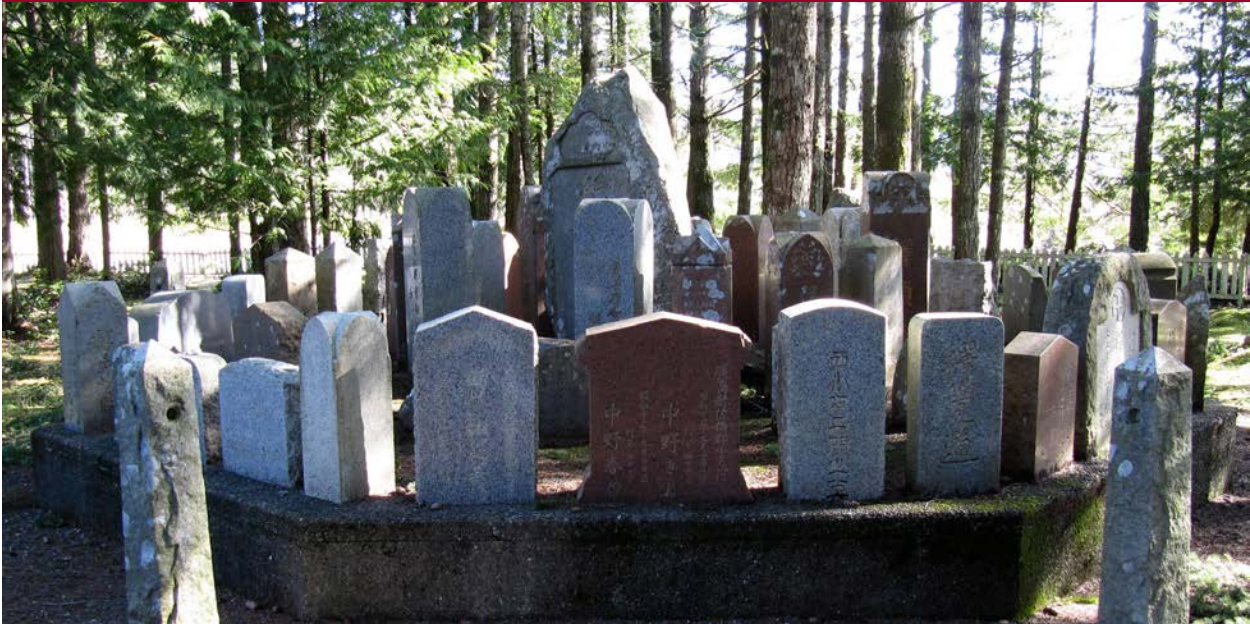


Table of Contents

Volume I: Heritage Management Plan

1.0 Executive Summary

1.1	Introduction	3
1.2	Using the Heritage Management Plan	4
1.3	Governance	
1.4	Summary of key findings	4

2.0 Cumberland's Heritage Values

2.1	Thematic framework	5
2.2	Community heritage values	7
2.3	The Inventory: Cumberland's historic places	11

3.0 Community Heritage Register

3.1	What is a heritage register?	14
3.2	Heritage register selection criteria	16
3.3	Council resolution to create the register	17
3.4	Register nomination form	18
3.5	5 priority places for the Heritage Register	19

4.0 Managing Cumberland's Historic Places

4.1	Current policy and planning framework	22
4.2	Heritage management vision and principles	25
4.3	Heritage conservation tools	27
4.4	Management recommendations and strategies for action	31
4.4.1	Heritage management goals	31
4.4.2	Strategies and actions	33

5.0 Appendices

Appendix A	Glossary of Heritage Terms	
Appendix B	Case studies	
	• Saito House	
	• No. 5 Mine Fan House at Coal Valley Estates	
Appendix C	Heritage Conservation Approaches	

Additional Volumes

Volume 2: Cumberland Heritage Inventory 2016

Volume 3: Heritage Conservation Toolkit

I.0 Executive Summary

I.1 Introduction

The Heritage Management Plan uses community input to create a vision, goals, policies and actions for the conservation of a community's heritage. The plan takes into account all of the features that a community thinks have heritage value and which are included in Volume 2, Heritage Inventory. The plan broadens the heritage inventory, and sets out strategies and tools for the protection and management of the sites placed, by Council resolution, on the heritage register. The recommended tools have been tailored to reflect the Village of Cumberland has limited resources to provide financial assistance for heritage conservation.

Cumberland's Heritage Management Plan has been developed specifically for the Village and its heritage character to provide an over-arching policy framework to guide heritage conservation now and into the future. It sets out priorities for heritage conservation activities based on identified heritage values and historic places.

Management recommendations and strategies include conservation planning for heritage sites that are both Village-owned and privately-owned, along with areas within the Village that have heritage value. The Heritage Management Plan also identifies potential tools that can be utilized for the conservation of heritage values and places.

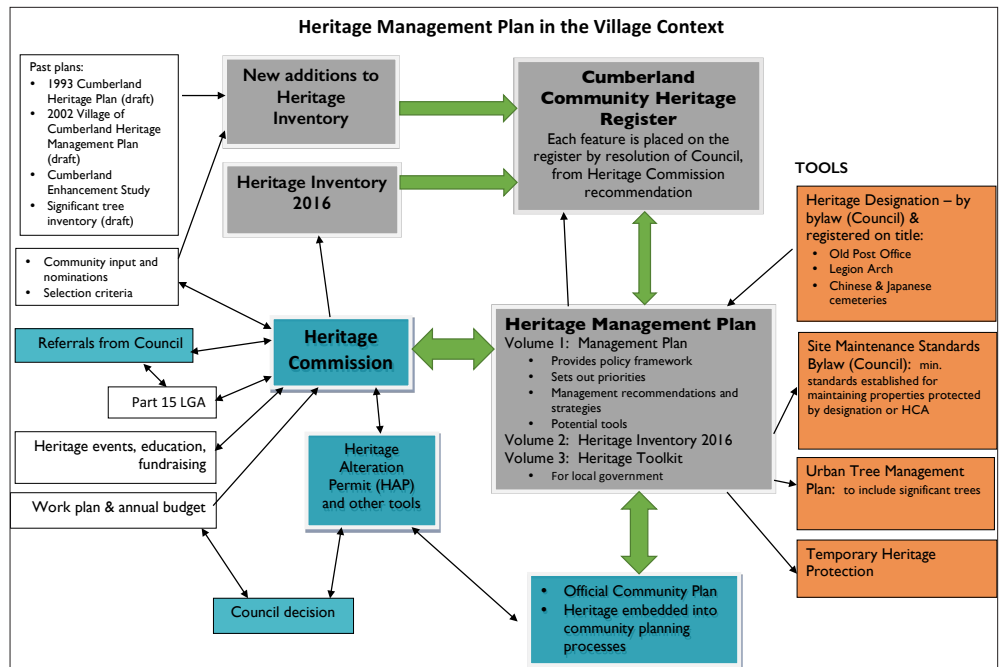
The plan sets out goals, incorporates activities to reach those goals for year one and years two to five, and includes recommendations and actions.

The complete Heritage Management Plan is comprised of three volumes:

Volume 1, Management, is an over-arching policy framework to guide heritage conservation now and into the future.

Volume 2, Heritage Inventory 2016, supplements two earlier Village of Cumberland inventory documents: *Cumberland Heritage, A Selection of People, Buildings, Institutions and Sites 1888-1950* and the *Draft Tree Inventory*.

Volume 3, Toolkit, is a detailed description of heritage conservation tools available under Part 27 of the *Local Government Act*.



1.2 Using the Heritage Management Plan

The Heritage Management Plan is intended to function as a heritage manual for use by Village of Cumberland staff, Council, the Heritage Commission and citizens. It includes:

1. Recommendations, actions and tools for implementing the heritage program over one and two-to-five year increments
2. Guidance on managing heritage opportunities or issues that may arise on a day-to-day basis through the course of Village planning or business, integrating heritage conservation into day-to-day planning activities, and raising awareness of heritage conservation in the work of other Village departments
3. General information, background and reference material to be used as resource.

For clarity, the management plan has been divided into three volumes:

- Volume 1: Heritage Management Plan
- Volume 2: Cumberland Heritage Inventory 2016
- Volume 3: Heritage Conservation Toolkit

1.3 Governance

Practicing heritage conservation in a coordinated way throughout Cumberland's local government will result in a clear road map for Council, Heritage Commission and staff to implement the heritage program, and to better realize the benefits that result from strong and integrated heritage conservation activity.

The role of Council in implementing heritage conservation in the Village is significant through its execution of Part 15 of the *Local Government Act* that governs heritage

conservation. This includes approving bylaws to implement heritage conservation measures such as heritage designation, site maintenance standards, heritage alteration permits and others, passing resolutions to add heritage resources to the heritage register, referring issues around heritage conservation to the Heritage Commission, and supporting the Commission, staff and the public to safeguard Cumberland's considerable heritage assets.

Heritage conservation enhances the quality of life, provides economic benefits and a stronger cultural tourism and marketing component. A consolidated heritage program will inspire a strong sense of pride in all of the region's built, cultural landscape and natural environments, public institutions, people and stories. Civic pride and morale, in turn, contribute countless tangible and intangible benefits to the well-being of a community.

I.4 Summary of key findings

There is a wealth of buildings and non-built features within the Village that the community finds to be important for appreciating aspects of its heritage. Many of these were not listed in earlier inventory documents, and with this report are compiled in the Heritage Inventory, found in Volume 2 of the Management Plan.

Section 2.0

Aspects of Cumberland's heritage are organized under six themes, which describe the physical character and central stories found in its history. These themes, developed through research and community consultation, underscore the many ways properties, landscapes, artifacts and other features are important to the community's sense of its heritage.

Section 3.0

Section 3.0 lays out the mechanism for establishing and adding to the Heritage Register, the central tool in the management of heritage in Cumberland.

Section 4.0

At the heart of the Heritage Management Plan is a step-by-step guide of strategies and actions to promote the conservation of heritage in the Village, including sections such as guiding principles, the creation of a Community Heritage Register, and ways to regulate and conserve properties considered to have heritage value. These recommended actions, and the conservation principles that support them, outline what Cumberland's Council, staff, Heritage Commission and citizens can do to promote the conservation of Cumberland's heritage.

Section 5.0

Appended to the previous sections is back-up information that can assist in the shared work of conserving Cumberland's heritage, including a glossary of heritage terms, two case studies and a list of heritage conservation approaches.

2.0 Cumberland's Heritage Values

2.1 Historical thematic framework

A. LAND OF PLENTY

The natural environment is of great importance to Cumberland, first as a source of sustenance for First Nations in the Comox Valley, then as a coal and forest-rich resource to support the development of a British colony and the wider province. More recently, Cumberland's natural qualities have made the area a recreational playground. Surrounding areas of natural value include:

- Puntledge River watershed
- Comox Lake
- Comox Valley, referred to as "land of plenty" in the K'ómoks language
- Nearby forests, lakes, hills and mountains
- Trees and wildlife

B. QUIET LIFE, ACTIVE PURSUITS

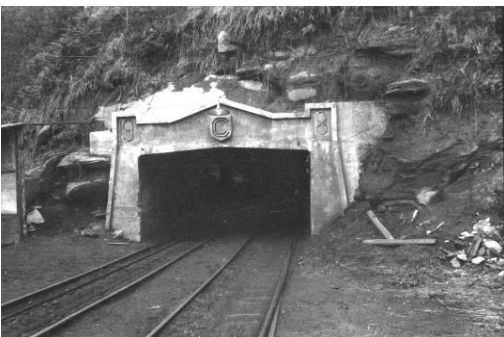
Typical of small communities throughout the province, citizens of Cumberland savour a friendly quiet community life in town. At the same time, residents have historically enjoyed an active and sporting lifestyle in the beautiful landscape in and around the Village. Values associated with this theme include:

- Sports teams originated with the opening of the mines in 1888
- Comox Lake as a recreational venue
- Mountain biking in the nearby hills and trails
- Local gathering places
- Artists and artistic pursuits
- Community celebrations

C. MINING COAL, CUTTING WOOD

Cumberland's economy was founded on the mining and shipping of coal. Later, the harvesting of forested lands contributed to the sustained economy of the Village until recent years. Aspects related to resource development include:

- Construction of Union Camp in 1888
- Economic development and communities built around the mines
- Formation of the Coal Miners Union in 1912 and historically significant strikes
- Multi-cultural work force, including Japanese, Chinese, and other immigrants
- Japanese commercial fishing on Comox Lake
- Logging operations and supporting infrastructure
- Orchards, agricultural pursuits and products





D. DEVELOPING A VILLAGE

The Village's origins are displayed in its infrastructure, including the mining camps and transportation corridors such as rail and road right-of-ways. Its rise as an economic centre is seen in the commercial development focused along Dunsmuir Avenue, and its expansion to surrounding neighbourhoods. Ideas associated with Village development include:

- People known as K'ómoks First Nation today originally referred to themselves as Sathloot, Sasitla, Leeksun, Puntledge, Cha'chae, and Tat'poos. They occupied sites in Kelsey Bay, Quinsum, Campbell River, Quadra Island, Kye Bay, and along the Puntledge estuary.
- Homes originally constructed in Union, also known as Camp Road
- Development of Dunsmuir Avenue
- Post-war houses and neighbourhoods



E. CREATING A DIVERSE COMMUNITY

As with most early settlements in B.C., Cumberland was a diverse community. Schools, community centres and ethnic institutions provided the community with places for a meeting of cultures and were a foundation for a shared culture, and remain a touchstone to the community's identity today. Many ethnic groups held classes for children to learn about their culture of origin. Cumberland's diversity is found in:

- Early schools, memories of school life, class pictures, Sunday Schools
- Churches and other religious institutions
- Chinese, Japanese, and other non-English-language schooling
- Community and service clubs
- Cemeteries and sacred sites
- Sense of community



F. GOVERNING CHANGE

An important part of the Village's history is its adaptation to its changing fortunes, its changing relationship with the surrounding environment, and its ethnic diversity. Values associated with governance in Cumberland include:

- First Nations in the region that includes present-day Cumberland
- Eminent pioneers
- Cumberland's early administration
- Administrative centres
- Village infrastructure

2.2 Cumberland's heritage values



Best practice for heritage conservation planning in British Columbia follows a values-based approach to the stewardship and management of historic places. This approach allows the community to clearly articulate why historic places matter, and ensures confidence that identified heritage values remain for present and future generations.

Cumberland's heritage values were informed in part by community consultation that included a heritage values workshop, an online questionnaire and discussions with local citizens. This information was collected and synthesized into a summary of community heritage values. The management of historic places uses historical research, site documentation, heritage value and a knowledge of current conservation practice to guide decision-making.

Heritage values are often divided into different categories to help unravel the complexity of what is valued and how. Intrinsic heritage values are about the resource itself, and are thought of as a resource having **historical, aesthetic, architectural, cultural, social, spiritual and/or scientific** value. Extrinsic values are sometimes understood as benefits which accrue from cultural heritage values. Extrinsic values include such concepts as **identity, citizenship, economic development, tourism, education, environmental stewardship**, and other related kinds of values. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

When beginning a values-based heritage management program, it is best to have an understanding of the heritage values of the community as a whole before trying to understand the significance of individual places. Identifying heritage values develops a big-picture understanding of why citizens care about the character and identity of their community, and how that has been shaped over time.

2.1 Summary of community heritage values

Historical value - relationship to events which happened in the past and the historical development of Cumberland and its heritage today

- Cumberland's history is considered complex and endlessly interesting, and is important for creating a unique community. Heritage provides a connection to the community and a sense of belonging to a particular culture, a sense of the past and how the town developed.
- Getting students and youth involved in Cumberland's history and heritage through activities such as heritage fairs is important.
- Cumberland's diverse history, in part the result of historical events and activities such as settlement, mining and logging, is important to the community. Community understanding of this historical mix has led to the identification of a wide variety of buildings, old mine sites, structures, transportation routes, landscapes, community events and many other features that illustrate this history.





- A wide range of resources represent historical value, such as Camp Road, historical cemeteries, Community Forest, historical commercial buildings, mining structures and many other sites relating to the history and settlement of Cumberland. The stock of old houses throughout Cumberland dating from a range of time periods are considered to have high heritage value for their reflection of the development and evolution of the town and its economy.
- Other historical values related to transportation systems included the significance of the railway, seen in such things as railway tracks, rail-bed trails and rolling stock. Others mentioned the importance of historical signs installed in front of buildings.

Aesthetic value – visual appeal in design, form, structure, materials, or sense of place

- Natural landscapes are important in part for their aesthetic value, including Comox Lake, the various creeks and wetlands and views, along with historical geographical features such as glacial landscapes, hillsides and mountain ranges, and local flora and fauna.
- Unparalleled scenery and views are considered important for their aesthetic values.
- Historical buildings and the importance of conserving them were mentioned for their aesthetic values. The overall character of Cumberland was identified as having heritage value.
- Small houses with neighbourly porches and interesting gardens are important for their aesthetic values.

Cultural value - related to a distinct culture or cultural group or contribution to the overall culture or character of the region

- Cumberland is located in the Comox Valley, part of a travelling, trading and hunting corridor for the K'ómoks First Nations, crossing Vancouver Island from the Salish Sea to the Pacific Ocean through the Alberni Valley.
- Mention of cultural value related to cultural groups generally that have contributed to the growth and character of the place, such as Chinese, Japanese, Black and other mine workers. Also mentioned were museums and their archives and collections.
- The overall character and sense of place of Cumberland, its people, and being “a village in the forest” represent cultural value for people.

Spiritual value – relates to supernatural phenomena with a belief in something greater than what is seen in the natural world

- Connection of the K'ómoks First Nation to their traditional territory.
- This value was primarily found in the meanings and beliefs behind the many local churches and cemeteries.

Social value – the collective attachment to places or events that embody meanings that are important to a community

- Appreciation of the history and traditions of the K'ómoks First Nation today.
- The small town atmosphere of the region, the spirit of the locals and a real sense of



community were mentioned as important social values. The ability of kids to walk to school and be considered safe playing on their own in their neighbourhood and surrounding landscape and forest is considered an important value.

- Other qualities of Cumberland with social value include local, independent businesses, small shops run by locals, community inclusiveness, the opportunity to be involved in the community and outdoor life.
- There were many mentions of local festivals and events such as public celebrations, fall fairs, the bike race, community festivals and many others that are important for creating a thriving community.
- Art in all its forms is valued in the region for linking the present and past, as being vital to cultural identity. Live theatre in historical venues is an important goal for heritage. Stories and memories of old timers are considered important.

Scientific value – knowledge or information about natural and cultural history that can be revealed by a heritage place

- All aspects of the natural world including geography, geology, wetlands, animals and plants were acknowledged as having scientific value. The Community Forest was mentioned many times for its natural history values, as well as its recreational and aesthetic values.
- Old mining remnants - buildings, railways, slag heaps, artifacts - are important for their scientific values, for example, by revealing past industrial processes.

Educational value – the potential of heritage to teach people about the past and create a vision for the future

- Heritage generally - both cultural and natural - was cited as having important educational values.

Economic value – potential for economic development, tourism, or relationship to the economic history of the area.

- Many people value the economic potential of heritage in Cumberland, particularly as a tourism draw.
- Re-using Village-owned properties for viable businesses is considered a way to conserve Cumberland's heritage, such as the re-use of the old Fire Hall when the new one is built.

Recreational values – recreational aspects of Cumberland, such as outdoor recreation, interpretation, events

- People highly value the recreational opportunities of the region, including the Community Forest, hiking and mountain biking trails, camping, lake and river activities. Places such as Coal Creek Park, Maple Lake, Comox Lake, Coal Beach and Village Park are important recreational amenities.
- Recreational values are found in Cumberland's sports history when it was "famous for its sports teams," and the venues where current sports activities take place.

Environmental values – natural areas valued for their own sake, and the contribution of natural heritage to sustainability and quality of life

- Protection of natural areas from development is seen as an important value. Preserving the wetlands and leaving natural habitat for wildlife was mentioned often, bears in particular were mentioned. Environmental features such as Comox Lake, Perseverance Creek, Coal Beach, and wetlands were listed.
- Key glacial features such as kettles and eskers are important for illustrating Cumberland's geological history and for influencing the development and location of housing, mines and railways.
- Natural values of the air, water and soil are important and should be carefully preserved, including features associated with pre-history and history. The lakes and rivers are particularly valued, as are wetlands, for wildlife and water purification. The environment is valued for its qualities of healing, sustainability and connection between people, flora and fauna.



2.2 Emerging trends in heritage conservation

The Village can explore current trends in the heritage conservation field to ensure its inventory, register and conservation practices stay current and in keeping with advances in other jurisdictions.

The following trends in heritage conservation are grounded in a heritage values-based approach to conservation.

- The ongoing practice of values-based best practice in heritage conservation as recommended by BC Heritage Branch guidelines for conservation.
- A renewed effort to broaden national appreciation of historic places to include historic landscapes, terrestrial and underwater archaeology.
- Climate change effects and historic places in Canada, broadening the knowledge from simply effects in urban areas to impacts on the broader historical environment.
- Strengthening statements of significance to better encompass intangible values.
- Consideration of new more nuanced tools (video, recordings, interactive maps, social media, user driven content) to impart heritage values.
- An overall shift from and emphasis on preservation of historical fabric to a values-based conservation approach that includes intangible and other values.
- Heritage conservation and cultural tourism as drivers of development.
- Engaging all cultural groups including Chinese Canadians, First Nations, South Asian Canadians, Japanese Canadians, European Canadians and all other ethnicities in the discussion around safeguarding their heritage.
- Heritage projects are those that fully involve the culture and community and emphasis on community-based heritage understanding and conservation, including at the political level.
- Technology playing a new role in heritage conservation through the use of video, recordings, interactive maps, social media, gaming, searchable databases, internet applications, user driven content and as-yet unexplored technology.
- An understanding that while digital and interactive commemorations are increasingly used, the ability to see, touch or explore first-hand a physical thing in a heritage site or landscape is a significant part of the heritage experience.



2.3 Heritage inventory 2016: Cumberland's historic places

What is a heritage inventory?

Cumberland's heritage inventory is an informal listing of places, features or events identified by the community as being important to the history of Cumberland and contributing to its heritage value and character.

Because the inventory does not confer formal recognition by a local government and is not subject to selection criteria, the community can include anything considered important on the inventory. **Listing a feature on a heritage inventory does not mean it is protected, but gives it simple recognition for its importance to the community's sense of history.** Places on the inventory can be located within Cumberland, but it can also include features outside the community that are considered to be significant to Cumberland.

A heritage inventory can be used as a source for heritage places to be formally included on a community heritage register. At that time, places will be subject to selection criteria and vetted for their appropriateness for inclusion on the heritage register.

The inventory of types of historic places noted in the 1993 and 2002 heritage conservation plans (not adopted), the document *Cumberland Heritage* and the heritage tree inventory all provide a foundation for the current list of historic places. The recent workshops and online questionnaire noted the following categories of heritage features, some representing an expansion of the typical range and type of resources considered to be heritage.

- Commercial properties operating within older structures along Dunsmuir Avenue
- Local commercial properties rather than chain commercial enterprises
- Older residential districts and houses flanking Dunsmuir Avenue and elsewhere in the Village
- Collection of character or heritage homes (eg. Bevan houses)
- Cemeteries
- Mining and industrial remnants, infrastructure, landscape features and artifacts
- Community rituals and events
- Landscapes, parks and trees
- Lakes, creeks, wetlands and wildlife
- Trail networks within and outside the Village that are a recreational amenity and connect residents with nature

The current inventory listing is titled *Heritage Inventory 2016*, an indication that the heritage inventory should be expanded on an ongoing basis to include resources that the community feels have heritage value, as this providing a regularly updated larger-picture context of Cumberland's heritage. From this list, heritage resources can be regularly placed on the heritage register, based on the criteria developed in Section 3.1.

For the full inventory listing, refer to *Heritage Management Plan Volume 2 - Heritage Inventory 2016*.

Features identified by the community for inclusion on the heritage inventory, 2016

Natural Features

Creeks: Perseverance, Morrison, Roy, Mallard, Piercy
Lakes: Maple Lake, Allen Lake
Comox Lake
Wildlife: Bear, cougar
Bear trails
Community Forest and covenants
Wetlands and marshes
Coal Beach
Floodplain forest behind Japanese No. 1 Town
Access to Trent River
Glacial landscapes: kettles, eskers, lakes, creeks
Wetlands and marshes
Beaufort Mountain Range
Underground creeks
Dark skies
Chinese medicinal plants in forests
Beaver ecosystems
Trees and specimen trees (see draft *Tree Inventory*)

Cultural Landscape Features

First Nations Land
Cumberland parks
Kiwanis Fish Hatchery
Coal Creek Historic Park
No. 6 Mine Park
Greenways
Trail Connection to Union Bay
Logging roads
Hunting and trapping trails
Porky's Path
Railway line remnants: beds, trails and rights-of-way
First Nations trails
Vancouver Island Spine Trail (VISTA)
Company farm on Union Road
Urban agriculture, market and community gardens
Orchards/orchard remnants: Rotary Park and Chinatown
Alleyways with communal clothesline poles
Chinese and Japanese Canadian cemeteries
Wreck site at Trent River trestle
Three cairns on the road to Comox Lake

Street drainage ditches
Railway mine coal heaps
Mining sites and buildings in the forest
Mining air shafts and tunnels
Coal hills in Coal Creek Park
Gardens
Heritage biking trail to the lake
Cherry trees in Japanese No. 1 Town
Hawthorne trees, Yew trees, Auralia tree
Grade change on Dunsmuir Avenue
Village Park
Vistas from places such as Coal Valley Estates and Dunsmuir Avenue
Maryport streetscape and buildings
Large lots
Mine site in Bevan

Built Environment

Dunsmuir streetscape and buildings
Commercial buildings on the side streets
Old houses in the Village core
Japanese miners' homes
Ilo-Ilo Theatre
Masonic Hall
Japanese School
Old Jail
Royal Canadian Legion and Legion Arch
No. 1 Mine
No. 4 Mine
No. 5 Mine Fan House at Coal Valley Estates
Scott Slope original 1930s portal and switch room
Trent River Trestle
Abbey Church
Cumberland United Church
Marocchi Building
King George Hotel
Royston Lumber Co. sawmill site
1960s houses
Liquor Store
Waverley Hotel
Old school with chimney swifts
Archaeological infrastructure

E.W. Bickell House
Bridal houses
Bevan homes
Saito House
The Big Store
Municipal Hall
Tarbell's
Mining cart benches
Community School
Cumberland Recreation Centre and Big Gym
Character buildings
Riding Fool Hostel
Old Royal Bank
Dunsmuir Avenue streetscape and buildings
Old post office
Willard Block
Homes of the pioneer working class
Jumbo's cabin
Pubs

Areas, Districts and Communities

Union townsite
Chinatown
Japanese Town No. 1
Japanese Town No. 5 at Maple Townsite
Black Community and old house sites
Italian and Eastern European neighbourhoods
Camp Road streetscape, houses and properties
1980s Egremont Subdivision with street patterns
Cottage community at Comox Lake
Union Bay
Little Jerusalem on Derwent and Allan streets
The Heights
Village Square
Nikkei Mountain
Old government precinct with hospital
Areas with rural character
Veterans Land Act developments on Penrith and Maryport streets
Bevan
Royston

Artifacts

Steam donkeys, cables, bridge footings
Coal mining artifacts: slag piles, railway tracks
Waterworks
Interpretive signs in Chinatown
Cairns - Japanese, Black community, Chinese community
Sandwich boards

Electric Light Company structures
Original rolling stock (no longer in Cumberland)
Firepits made from logging truck brake drums

Rituals, Events, Intangibles

Mountain bike races
Washoe and horseshoe tournaments
Workers' Bean Supper
Firefighters
Easter Egg Hunt
Old Timers Soccer Game
Parades
Community festivals and celebrations
Return of live theatre
Cumberland Lake Days
Heritage Fair
Lucky Lager
Boat traffic on Comox Lake
Miners' Memorial weekend
Valentines Day
Trivia night
Cultural traditions
Place names
Cumberland Village Works
Cumberland Culture and Arts Society
Japanese Temple at Royston Lumber site
Waverley Hotel shows
Hallowe'en, Santa's Breakfast, Thunderballs, Bingo
Back alleys
Casual walking down the middle of the street

Art, Craft and Heritage

Murals and graffiti
Cumberland Museum
Peoples' stories – Japanese and Chinese communities
Artistic endeavors
Stories of recreation and great athletes
Re-wilding places
Traditional arts and culture
Historical photographs of past events
Street pennants
Fiction and non-fiction books

People

Ginger Goodwin and the beginning of the labour movement
Joe Naylor
Pioneer families
Tree planting community
Streamkeepers group
Freemasons, Order of the Eastern Star, Rotary and other service groups



3.0 Community Heritage Register

3.1 What is a community heritage register?

A community heritage register is a planning tool that allows a local government to formally identify historic places so that they may be integrated into land use planning processes. It is an official listing of places recognized by a local government as having heritage value or heritage character.

Maintaining a heritage register enables a local government to understand and identify the significance of a community's historic places, to monitor heritage properties for proposed changes, and to integrate heritage conservation activities into other local government land use planning processes. The existing inventory is only one source of potential heritage register listings and a register listing does not have to first be part of the heritage inventory. Other sources for register listings may include an identification during day-to-day planning activities, nomination by the public or from other sources.

Being listed on a heritage register does not mean that the property is protected, but that it is recognized by a local government for planning purposes.

Properties listed on a heritage register are eligible for heritage incentives and programs as identified in the Local Government Act.

Advantages of placing properties on the heritage register include the use of heritage conservation tools, eligibility for special provisions within the BC Building Code Heritage Building Supplement, and the ability of a local government to consider and, if necessary, undertake protective action.

A heritage register does not imply protection, designation or restrictions and costs for homeowners, aside from a temporary delay of demolition to facilitate discussion about potential heritage conservation and any appropriate incentives. The heritage register and properties placed on the register are adopted by Council resolution. Within 30 days of including a property on the heritage register, the owner of the heritage property and the minister responsible for the *Heritage Conservation Act* must be notified.

3.2 What is a statement of significance?

A statement of significance is a declaration of heritage value that briefly and concisely explains what a historic place is and why it is important. It identifies the values that make the place significant to a community. It then describes the features of the place, tangible and intangible, that express those values, key aspects of the place that must be protected in order for the historic place to continue to be important.

The statement of significance consists of three sections:

1. *Description* explains what the historic place consists of in physical terms, where it is located, and identifies its boundaries.
2. *Heritage Value* explains why the place is of value to the community, province, territory or nation.

3. *Character-defining Elements* set out the key features that should be conserved in order to maintain the heritage value of the place.

A statement of significance supports responsible, values-based heritage planning and management. It allows those responsible for a historic place to know why the place is valued, and which features are important for retaining that value, leading to informed decisions about its future.

Eligibility for listing on a community heritage register

In order for a historic place to be listed on a Community Heritage Register, it should meet the criteria established by the British Columbia Register of Historic Places documentation standards. These include:

- Meeting the definition of “heritage property,” which is any historic place which is legally protected (eg. covenant), or, in the opinion of a municipal council, has sufficient heritage value or heritage character to justify its conservation.
- For heritage resources to be formally included on the BC Register of Historic Places, they must be physical real property with identifiable boundaries.
- Indicate the reasons why the historic place is considered to have heritage value or heritage character. This is a ‘must’ under the Local Government Act, and the B.C. Register of Historic Places Documentation Standards indicates that each historic place recorded on a heritage register must include a **Statement of Significance**, the three-part statement which includes the description, the heritage value, and the character-defining elements of the historic place.
- Meet the required documentation standards. A register record must meet the minimum documentation requirements identified in the BCRHP Documentation Standards Handbook. These requirements include information on the identification, formal recognition, location, description, documentation, and administration, as well as images of the historic place.

3.1 Community heritage register selection criteria

Selection criteria have been created using a values-based methodology, which does not assign a score to a heritage resource, but rather reflects the overall significance of a place to the community or region.

This approach ensures that resources are not assessed just for their age or what they look like, but for their value in reflecting the heritage of the community.

Evaluation criteria have been created using a values-based methodology. A historic place may be evaluated for protection, conservation, inclusion on the heritage register, designation or other action if it is considered to have heritage value by the community based on the following criteria.

For immediate consideration:

1. The place has heritage value and is under threat from damage or loss through proposed development, neglect or other reasons, or does not have current heritage recognition or protection.
2. The heritage place has aesthetic, design, architectural or physical value such as:
 - Rare, unique, representative or early example of a style, type, expression, material or construction method
 - Display of craftsmanship or artistic merit
 - Demonstration technical or scientific achievement
3. The heritage place has historical, scientific, educational or associative value such as:
 - Direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community
 - Potential to yield information that will contribute to an understanding of the region's history
 - Potential to yield information that contributes to an understanding of a process or system
 - Demonstration or reflection of the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community
4. The heritage place has contextual value such as:
 - Importance in defining, maintaining or supporting the character of an area
 - Physical, functional, visual or historical links to its surroundings
 - Significance as a group, collection or setting
 - Landmark status
5. The heritage place has cultural or social value such as
 - Yielding, or having the potential to yield, information that contributes to an understanding of a community or culture
 - Has pre-historical or historical archaeological significance
 - Has association with traditions, rituals or events important to the community

For further consideration:

6. The heritage place helps fulfill the goal of full representation of the six themes identified for the Village
7. The heritage place helps fulfill the goal of identifying heritage resources that are geographically dispersed throughout the Village
8. The place is important in demonstrating the evolution, theme, pattern or community identity in the history of the Village
9. The heritage place has the potential to contribute to economic development and to be used in the everyday lives of people in the region
10. The place has the ability to contribute to the social well-being of the community
11. The place has the ability to contribute to the biodiversity of the community or region

3.2 Creating the community heritage register

The following legislation applies to the establishment of the a community heritage register and subsequent additions to the register. While the legislation allows heritage places to be added to the register prior to property owner notification, the Village, at its discretion, in some or all cases, may wish to consult with a property owner prior to the addition to the register and creation of the statement of significance.

Legislation: Local Government Act, Community Heritage Register

- 954** (1) A local government may, by resolution, establish a community heritage register that identifies real property that is considered by the local government to be heritage property.
- (2) The community heritage register
- (a) must indicate the reasons why property included in a community heritage register is considered to have heritage value or heritage character, and
 - (b) may distinguish between heritage properties of differing degrees and kinds of heritage value or heritage character.
- (3) Within 30 days after including a property in a community heritage register or deleting property from a community heritage register, the local government must give notice of this
- (a) to the owner of the heritage property in accordance with section 974, and
 - (b) to the minister responsible for the *Heritage Conservation Act* in accordance with section 977.
- (4) The protection of heritage property is not affected by an error or omission in a community heritage register.

Village of Cumberland Council

Possible wording for Council resolution to establish the register and / or add heritage resources to the register:

THAT the Village of Cumberland Heritage Register, including the statements of significance, be adopted by Council pursuant to Section 954 of the Local Government Act.

AND THAT staff be authorized to submit all the required documentation to BC Heritage Branch.

Certified correct in accordance with Section 148(a) of the Community Charter.

City Clerk

Confirmed on the _____ Day of _____ 2016.

Mayor

3.3 Register nomination form

In order to continue to publicize the importance of heritage conservation in Cumberland, a nomination form for additions to the inventory should be placed on the Village website.

Village of Cumberland Heritage Feature Nomination Form

Do you know of a significant heritage feature in Cumberland? Heritage features can be buildings, structures, landscapes, industrial sites, trees, streetscapes, community events ... anything in Cumberland that may have heritage value. Let us know so it can be added to the heritage inventory for possible inclusion on the heritage register.

Name and type of heritage resource:

Location of the heritage feature (address, locale or description):

Description of the heritage feature (age, material, scale, style, form of construction, condition):

Heritage significance of the feature (age, context, setting; theme, history, associations with people, groups or events; historical or current use):

Owner/Caretaker:

Photographs (include if available):

Contact name, number, email address:

Please note that this is for information collection purposes only; this nomination process does not add to the register or designate heritage resources.

Thank you for helping to identify Cumberland's heritage resources. Please return this form to the Village office or email it to planning@cumberland.ca

3.4 5 priority places for the Heritage Register

The following resources were selected for inclusion on the 2016-2017 heritage register. Each year, the Village through the Community Heritage Commission will undertake a process of making additions to the heritage register, drawing from the inventory list, new nominations or other sources and based on the approved selection criteria.

Theme
Developing a Village
Mining Coal, Cutting Wood

1 NO. 5 MINE FAN HOUSE AT COAL VALLEY ESTATES North of downtown Cumberland c.1895

Description

The No. 5 Mine Fan House consists of the remains of a masonry mining structure located just north of Cumberland in a proposed residential area, adjacent to a geological bench.

Heritage values

The No. 5 Mine Fan House is valued as a rare surviving fan house structure that originally housed the fan mechanism that provided ventilation for the No. 5 shaft mining operations.

The fan house has historical, scientific and economic significance for its association with early coal mining and the development of mining technology in Cumberland. It is important for its ability to illustrate the ventilation in a typical shaft mine, in which the air circulates down through the main shaft, through mine workings, and returns via return airway pulled up by a large fan located within the masonry structure.

2 CHINATOWN Coal Creek Park, Cumberland 1888-1968

Description

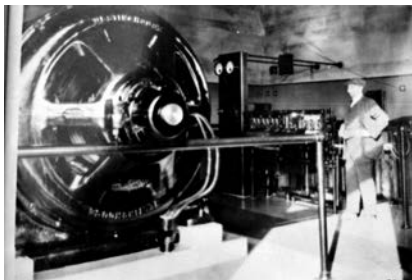
Coal Creek Park is the park includes the site of Cumberland's historic Chinatown.

Heritage values

Coal Creek Park has historical value for being representative of the early history of Chinese miners in Cumberland and across British Columbia. It was part of Cumberland's significant Chinatown built on wetlands just west of the original settlement of Union.

Cultural and social value is found in the self-contained nature of the Cumberland Chinese community, the development of their homes and institutions, and the stories represented by Chinatown's historic remnants.

Coal Creek Park has been provincially recognized for its significant value to the history of Chinese Canadians in B.C.



Interior of No.4 mine fan house c.1910.
BCAR e-03040

Theme
Developing a Village
Mining Coal, Cutting Wood
Creating a Diverse Community



Theme
Developing a Village
Mining Coal, Cutting Wood
Creating a Diverse Community



3 CAMP ROAD **Dunsmuir Road, west end** **1890s**

Description

Camp Road is a streetscape of still-existing early worker's housing west of downtown Cumberland.

Heritage values

Camp Road has historical value through its association with the original Union Coal Mining Company settlement and original mining cabins near the mine works.

It has high aesthetic value as a streetscape with an eclectic and historical character seen in retained homes very little changed over time, and the still-occupied character homes and street life contribute to the social value of the place.

Theme
Developing a Village
Governing Change



4 OLD POST OFFICE **Downtown Cumberland** **1890s**

Description

The Old Post Office is a large brick masonry building prominent on Dunsmuir Avenue in downtown Cumberland.

Heritage values

The Old Post Office has historical value as a government institution representing its function as the customs house and post office for the Village.

Aesthetic value is found in its demonstration of the typical design of post offices of the time that represented government stability, its materials, monumental form, presence on the street, and details such as arched windows and ornamental pediment over the front door.

The building is socially important for its retail adaptive re-use as a retail and the contribution of that use to the Dunsmuir Avenue streetscape.

Theme
Developing a Village
Creating a Diverse Community



5 ILO-ILO THEATRE **Downtown Cumberland** **Established 1914**

Description

The Ilo-Ilo Theatre is a painted masonry building prominent on Dunsmuir Avenue in downtown Cumberland.

Heritage values

The Ilo-Ilo Theatre has historical value as an early movie and live performance theatre in Cumberland and as part of the development of Dunsmuir Avenue and downtown.

Aesthetic value found in its classic design, design details, materials, form and presence on the street. The building has social and cultural value as part of Cumberland's early entertainment scene.

4.0 Managing Cumberland's Historic Places

Heritage management

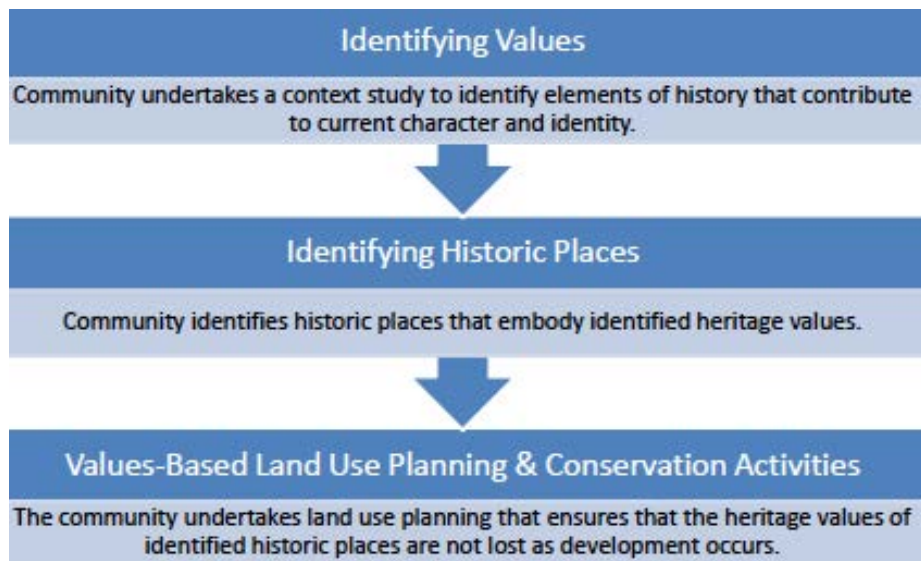
Heritage conservation planning is a land-use decision-making process that takes into consideration the embodiment of values in its historic places. It integrates the conservation of historic places and community development, so that the two are seen as one activity, rather than processes that occur on opposite ends of a spectrum.

By undertaking a heritage management plan, the community recognizes that the significant elements of its past, as seen in its historic places, need not be sacrificed in order for development and change to continue.

Values-based management for heritage conservation planning follows the path shown below.

Values are documented by a broad group of community members leading to the identification of historic places that represent those values. This sets the stage for appropriate land-use planning, decision-making and conservation activities for those identified places.

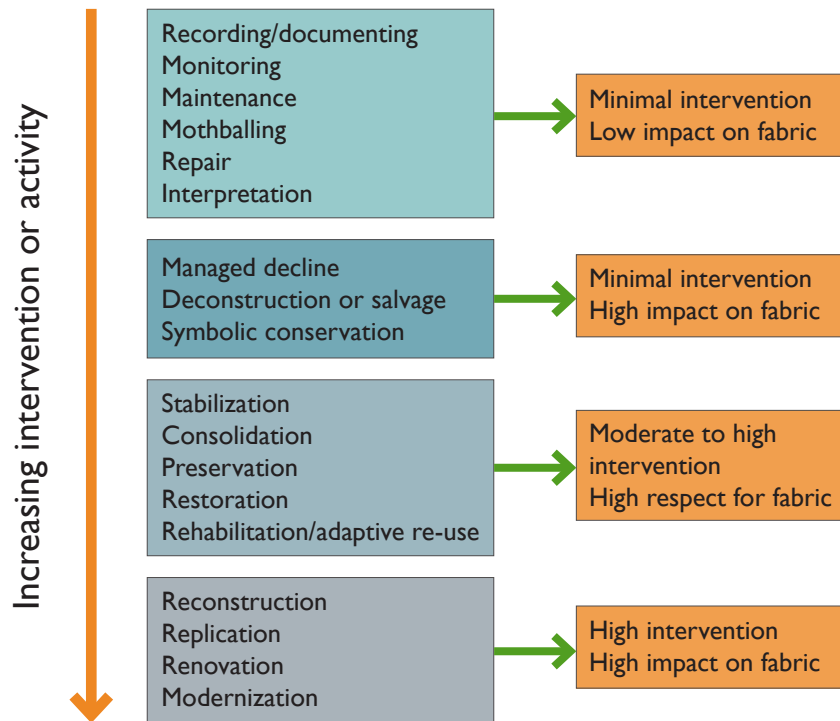
A heritage management plan is a statement of policy that informs the direction of conservation and stewardship decisions, and should ideally be prepared before decisions are made. Often, it is the need for decision-making related to a community's historic places that prompts the development of a management plan.



Heritage conservation approaches

The focus of approaches to the conservation of heritage resources is to provide ways of effectively managing the heritage values and character-defining elements of resources that can be adapted to a wide variety of circumstances. Due to its unique character and diverse types of heritage places, it is expected that the conservation of resources in the Village will be multi-faceted, using a combination of conservation approaches at different levels and scales.

The conservation of heritage resources includes a wide continuum of possible approaches and combinations of approaches for each heritage place. Most heritage conservation projects, by necessity, involve a combination of approaches. In some cases, the heritage resource cannot be reused and the cost of repair cannot always be justified. The diagram below illustrates a continuum of heritage conservation measures, arranged *generally* from minimal intervention to maximum activity. Detailed descriptions of each of the approaches can be found in Appendix B. All heritage conservation work should be guided by *The Standards and Guidelines for the Conservation of Historic Places in Canada*.



4.1 Current policy and planning framework

Provincial, local and regional government institutions, legislation, policies and bylaws may influence, enhance or impact heritage conservation in Cumberland. The following documents contain provisions for heritage conservation that can assist and provide guidance for Cumberland’s heritage conservation program.¹

Report / Strategy	Focus / Application to heritage
Local Government Act Part 27 regarding Heritage Conservation	Part 27 of the Local Government Act is the key legislation that guides local government actions relating to heritage conservation. It focuses on the role of local government in heritage conservation. Cumberland currently uses Heritage Alteration Permits under Part 27 of the Act.
Local Government Act Part 25 regarding Regional Growth Strategies	Part 25 of the Local Government Act sets out fourteen goals focused on sustainable community development. Two of these goals are particularly pertinent to heritage conservation, providing guidance for relating heritage to economic development, stewardship and sustainability. <ul style="list-style-type: none"> • Number 6: Economic development that supports the unique character of communities • Number 14: Good stewardship of land, sites and structures with cultural heritage
Heritage Conservation Act	The heritage conservation act allows the provincial government to formally designate places that have heritage value. Currently, Cumberland has four provincially designated historic places: <ul style="list-style-type: none"> • The Old Post Office (2739 Dunsmuir Avenue) • Memorial Arch – Canadian Legion Branch 28 (2770 Dunsmuir Avenue) • Chinese Cemetery (3400 Union Road) • Japanese Cemetery (3400 Union Road) • Cumberland Cemetery (4430 Minto Road)
Cumberland Official Community Plan Bylaw No. 990, 2014	Official community plans for municipalities provide various levels of detail and commitment to the stewardship of heritage resources, including specific policy statements. Cumberland’s OCP has a robust set of objectives and policies with regard to heritage conservation which can be implemented through this heritage management plan. There is currently a designated Heritage Conservation Area in place for the downtown core.

¹ For a comprehensive listing and explanation of heritage conservation tools see Volume 3 of this Heritage Management Plan, *Heritage Conservation Toolkit*.

Report / Strategy	Focus / Application to heritage
Cumberland Zoning Bylaw No. 1027, 2016	<p>Zoning is the major tool by which the municipalities and regional districts regulate the use, size and siting of land and buildings. The purpose of a zoning bylaw is to provide for the orderly development of the community, and to avoid conflicts between incompatible land uses.</p> <p>As a heritage tool, Cumberland can use zoning to:</p> <ul style="list-style-type: none"> • Regulate land uses, density, siting, and the subdivision of land, buildings and structures, including the shape, dimension and area of parcels • Create and regulate a heritage area to facilitate the conservation of heritage resources • Rezone an area to assist in making the conservation of heritage properties viable • Facilitate density bonuses, density transfers and amenity zoning
Economic Development Strategy 2014	<p>Cumberland's Official Community Plan has identified eco-tourism, commercial development and industrial development as the three primary sources for economic growth in the Village.</p> <p>The community aims to have a Cumberland specific organization working to stimulate the local economy. Developing a new model of providing economic development services is a strategic priority of the Village.</p> <p>Heritage conservation should play a role in the future economic development of Cumberland.</p>
Cumberland Enhancement Study 2008	<p>A plan to strengthen Cumberland's position as a visitor destination and to attract more businesses and tourists, combined with the anticipated increase in residential growth and commercial development. If implemented there is potential collaboration for heritage conservation and guidelines.</p>
Village of Cumberland Heritage Conservation Management Plan 1993, 2002	<p>Contain information on Cumberland's heritage and heritage features, with early endeavours for heritage conservation in the Village. The information in these documents are a resource for some parts of the current work.</p>

Report / Strategy	Focus / Application to heritage
<i>Parks and Greenways Master Plan Bylaw 2014</i>	<p>Provides a framework for guidance towards the identification, preservation, restoration, acquisition and management of parks, open space and corridors over the next 10-15 years.</p> <p>A valuable resource and opportunity for integrating and interpreting heritage into Cumberland's open spaces.</p>
<i>Union Of British Columbia Indian Chiefs – First Nations Heritage Planning Toolkit 2013</i>	<p>This First Nations Heritage Planning Toolkit is intended to assist First Nations in developing their own cultural heritage management policies and becoming proactive in the management of their heritage sites. The toolkit is designed to work within existing government processes and provides background information on the archaeological permitting system and archaeological process within BC, together with an overview of the Heritage Conservation Act, other relevant provincial policy and legislative mechanisms currently available and the Permit Application Referral process.</p> <p>It will play a key role in developing recommendations to improve the protection, management and conservation of First Nations cultural and heritage sites.</p>
<i>Forest and Range Act</i>	<p>The Forest and Range Practices Act and its regulations govern the activities of forest and range licensees in B.C. The statute sets the requirements for planning, road building, logging, reforestation, and grazing.</p>
<i>Protected Areas Of British Columbia Act, Park Act, Ecological Reserve Act</i>	<p>Empower a Land Use Committee of Cabinet to ensure that all aspects of the preservation and maintenance of the natural environment are fully considered in the administration of land use and resource development. Government has used this provision to establish protected areas.</p>

4.2 Heritage management vision and principles

4.2.1 A vision for heritage in Cumberland

Create a heritage program that promotes a greater understanding of the region as a unique place.

- Heritage in the Village of Cumberland will focus on recognizing and conserving all aspects of the history of the place, including the natural environment, First Nations, and the diversity of other arriving cultures.
- Heritage in Cumberland, over the next one, and two-to-five years, will fully contribute to defining overall planning and development goals, objectives and actions for the Village, with heritage embedded into all future planning initiatives and throughout all Village departments.
- Heritage will always be considered when undertaking official land use planning processes.
- Heritage conservation will be integrated into the conservation of natural and cultural lands by the understanding of and application of effective heritage conservation policies and programs.
- Heritage conservation will contribute to sustainability, economic development and tourism in Cumberland.
- Heritage conservation will connect Cumberland's residents to its community and foster a sense of community pride and commitment to the protection of the Village's distinct heritage and character.

4.2.2 Guiding Principles

The following are six over-arching principles that can be used to guide the management of heritage resources in Cumberland.

I. Balance regulation and protection with the rights of a property owner

In order to plan for the conservation of Cumberland's heritage effectively, a program needs to be adopted that fairly balances the public good of conserving of heritage values in the Village, with the financial well-being of individual property owners who are the stewards of heritage resources. For a conservation plan for Cumberland to be effective, incentives may need to be offered to property owners with heritage resources, to such an extent that the Village has buy-in from property owners for heritage conservation.

The community can help by supporting the Village in providing financial incentives in aid of heritage conservation. The following tools can be used to provide financial compensation to a property owner without expenditure or forgoing taxes by the Village.

Rezoning in which a single property or an area of properties could be rezoned to allow for specific increases in development potential in return for heritage conservation within that area or Heritage Revitalization Agreement (a form of site-specific rezoning) that can permit similar increases in potential on a property-by-

property basis for those that contain heritage resources.

- Subdivision approvals in which the value of a heritage property can be increased by permitting its subdivision (allowing the owner a right to sell off a subdivided portion in return for undertaking the conservation of a heritage resource)
- Bonus density in return for heritage conservation
- Transfer of Bonus Density (including density bank)

These measures, because they all increase the development potential of Village property, result in the increase of tax dollars to the Village.

2. Commit to regular reviews of heritage management in Cumberland

For a community's heritage management plan to be effective, it must continue to be tailored to meet the needs of the community as the community and its administration changes over time. A regular review schedule should consist of the following:

- Review the heritage conservation action plan each year to determine what actions can be undertaken in that year, what the capacity needs will be and how that need can be met.
- Commit one meeting of the Community Heritage Commission each year to review any new nominations and determine which new resources should be placed on the heritage register.
- Review the heritage management plan in a five-year cycle and update it as necessary.

3. Consider a variety of conservation approaches

Utilize a range of conservation approaches (outlined in Appendix C, Heritage Conservation Approaches) and communication strategies for tangible and intangible heritage values in the conservation of both Village-owned and private heritage properties, in order to accommodate the that may be required.

4. Apply appropriate standards

Heritage conservation work, whether on public or private lands, will consider the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

5. Include and complement a wide range of heritage values

Heritage conservation should take into consideration all heritage values including natural, physical, cultural and intangible (oral histories, stories and memories). The compatibility of conservation and new construction with the physical and cultural heritage values and character-defining elements of the Village as whole, or for individual properties, should be considered. Identified heritage resources should be documented before any changes are undertaken.

6. Engage the community with heritage conservation

Public engagement and dialogue are integral to sustaining heritage in Cumberland. For any heritage program to be successful, ongoing understanding of the benefits of conservation, community education and communication about heritage initiatives and projects with the wider public must be part of the management concept.

4.3 Heritage Conservation Tools

The heritage values of a community are communicated through the continued presence, use and understanding of its historic places. Cumberland's heritage values are found in its buildings, structures, landscapes, industrial sites, memorials, people and events. Heritage conservation tools automatically available to municipalities under Part 27 of the Local Government Act can be used for the management of Cumberland's heritage features. However, to apply the conservation tools to a historic resource, that resource must be formally identified by the local government as having heritage value by being placed on the municipal heritage register.

A key part of heritage management is to ensure that heritage planning takes its place among other Village planning initiatives. Heritage conservation planning is a land-use decision-making process that takes into consideration the embodiment of values in its historic places. It integrates the conservation of historic places and community development, so that the two are seen as one activity, rather than processes that occur on opposite ends of a spectrum. Conservation planning is designed to honour how a community evolved over time, and how the major events and eras of history have shaped what the community is today. By undertaking a heritage management plan, the community recognizes that the significant elements of its past (as seen in its historic places) need not be sacrificed in order for development and change to continue.

There are two main challenges faces small communities when setting up a comprehensive program for the conservation of community heritage resources: garnering community buy-in and working with limited financial and staffing resources.

Community buy-in is key to the success of the Heritage Management Plan. The Village may compensate – and to be seen to be compensating – individual property owners for the added responsibilities of owning and maintaining a heritage resource named by the community and placed on the community heritage register. Unless the individual property owner sees the advantage to having their property on the Register, owners will not willingly participate in the conservation of heritage. In plain words, a successful Heritage Management Plan for Cumberland must utilize tools that are carrots, not sticks.

Using carrots, not sticks, is a challenge for small local governments with limited financial and staff resources. The solution is to focus on those non-punitive tools that do not require an outlaying of local government funds or the loss of local government revenues, and yet give the property owners real financial benefits in return for compensation. These tools are highlighted below as “Tools that can immediately benefit owners”, ahead of the selection of other tools that are viewed as needing local government funding or are somewhat punitive.

The following is a summary of available tools for the management of heritage resources organized into four broad categories.

Summary of available tools:¹

I. Planning and regulatory tools

The Village can add to and amend their planning and regulatory processes and bylaws by making heritage conservation an integral part of day-to-day planning and as a consideration of any future changes to the community. Many of these tools confer enhanced development rights to registered properties, whether Village-owned or privately owned. Their designation and conservation can facilitate real financial benefits to the Village of Cumberland and individual property owners. This can be achieved by utilizing the following available tools:

Tools that can immediately benefit owners, including the Village of Cumberland:

- Official community plans
- Zoning by-law, zoning amendments and rezoning
- Development permit area
- Subdivision by-laws and approvals
- Regulate conservation through processing of building permits
- Building code relaxation and alternative solutions

Tools that balance responsibility with owner benefits:

- Public realm and building design guidelines for new work to historic buildings, properties and areas
- Interpretation programs and guidelines
- Sign bylaws

Tools that buy breathing room:

- Temporarily withholding demolition permits

The community's support in local government regulation for heritage conservation will only be forthcoming if the message is clear that the tools used will be a mix of ones that benefit the owner with those that secure the heritage conservation for the public good.

2. Heritage protection tools

Using the heritage protection tools

These are tools to enable the conservation of heritage with guidance as to care for character-defining elements. These tools can encourage best-practices in the conservation of Cumberland heritage.

All of these protection tools can be seen as potentially punitive measures, unless affected property owners have been given development rights to compensate for the extra efforts and documentation that go along with heritage protection responsibilities. The key is to link protection with real financial incentives.

Examples of such tools are:

- Develop heritage conservation areas and design guidelines including:
 - Form and character
 - Farmland protection
 - Watercourse protection

¹ For a comprehensive listing and explanation of heritage conservation tools see Volume 3 of this Heritage Management Plan, *Heritage Conservation Toolkit*

- Sensitive ecosystem protection
- Highway corridor protection
- Community heritage register
- Heritage designation by the Village or province
- Heritage revitalization agreement with the Village
- Heritage conservation covenant with the Village
- Heritage alteration permit with the Village

Heritage alteration permits are currently in place for some of the commercial blocks of Dunsmuir Avenue.

- Heritage site maintenance standards
- Heritage conservation standards and guidelines
- Heritage procedures by-law
- Temporary heritage protection
- Withholding of approvals
- Temporary protection orders
- Temporary protection by-laws for endangered sites
- Temporary protection control periods
- Notification of interest on crown land

3. Financial tools

The Village of Cumberland can actively promote heritage conservation with financial tools. These are tools available to compensate property owners for shouldering the stewardship of heritage value, in the form of tax grants or relief (which do cost the Village money) or financial incentives (which need not cause the Village to expend funds). Heritage resources can have local, provincial and/or federal importance, and can attract funding from any or all three levels of government.

Tools that can immediately benefit owners

- Bonus Density in return for heritage conservation (amenity contribution with rezoning)
- Residual Density
- Transfer of Density (including density bank)

Other Tools (not recommended for common use)

- Cash Grants
- Heritage Property Tax Exemptions
- Commercial Property Tax Exemptions
- Application to Heritage Legacy Fund

The community can help by supporting the Village in giving financial incentives in aid of heritage conservation. Bonus density is one way of providing real financial incentives without drawing on existing financial resources.

4. Partnership tools

The Village can actively promote heritage conservation with partnership tools. These are tools available to encourage local governments to work with the community to forward heritage conservation and can spearhead area-based revitalization initiatives that draw funding from sources outside of the Village.

Tools for the Village to encourage as a source of non-Village funding include:

- Partner in promoting heritage retention by processing heritage applications
- Provide support services
- Establish and support fund-raising organizations for heritage initiatives
 - Community foundation grants
 - Partnerships to access private funding

Community and private organizations having an interest in achieving all or individual parts of the plan can help and should be encouraged to explore funding sources beyond the Village (such as the Cumberland Community Forest Society and the Maple Lake acquisition group).

4.4 Management recommendations and strategies for action

Heritage management describes the process of planning, organizing, staffing and leading the efforts of the Village of Cumberland and its community to achieve heritage conservation goals. The management process has the following components:

- Decide what needs to happen in the immediate and longer term future and to generate a plan for action.
- Developing implementation strategies to ensure the optimum use of the resources required to enable the successful completion of the plan.
- Determining what needs to be done to complete the plan and organizing people to do it.
- Staffing, task analyzing and assigning individuals to complete the appropriate tasks related to heritage conservation.
- Monitoring to check progress against the plan for action, and which may need modification based on feedback.

Heritage management also occurs on a day-to-day basis. Village planning activities to conserve heritage involve working with other Village departments, community groups and private property owners to facilitate retention of heritage features and integrate heritage planning into Village projects. For privately owned sites with heritage value, such as the collection of character houses, staff needs to educate the property owner regarding their heritage resource, inform them that it is Village policy to try to conserve heritage features, and conduct negotiations referring the available heritage tools to balance the owner's needs with the public's desire to retain heritage.

The heritage toolkit, Volume 3 of this document, provides the information needed.

4.4.1 Heritage management goals

Goal 1 Understand and recognize of a wide range of heritage resources that support community identity and character

Create a heritage program that promotes a greater understanding of Cumberland as a unique place containing a rich and diverse collection of heritage resources that need recognition, will add to the Village's quality of life, and attract residents and visitors.

Develop a strong heritage identity for Cumberland through the conservation and promotion of all of its heritage resources, including its diverse history, architecture, character, and unique visual, industrial and natural features, particularly Village-owned heritage assets. Identify and implement sustainable and alternative funding mechanisms for heritage conservation in the Village.

Often, the most successful built heritage projects are those that respect and retain the building's heritage significance while adding a contemporary layer that provides value for the future.

Goal 2 Make heritage conservation an integral part of community planning and part of any future changes in Cumberland

Provide stable support at the municipal level for Cumberland's heritage program by integrating heritage into day-to-day planning across all Village departments. Draw on heritage conservation activities to promote revitalization and contribute to environmental, economic, and social vitality and sustainability.

Adaptive re-use of heritage buildings can play a major role in the sustainable development of communities, particularly in landscape enhancement, identity and amenity for the community, while the sustainability benefits of reusing heritage buildings includes the retention of the energy conserved by not demolishing it and re-building.

Goal 3 Coordinate public and private-sector partnerships and conservation opportunities

Ensure long-term heritage conservation in Cumberland by balancing the public good of conserving heritage values in the Village with the financial well-being of individual property owners who are often the stewards of heritage resources.

Enlist the community in supporting the Village in providing financial incentives in aid of heritage conservation. Use an approach that includes both regulation and encouragement to bring private-sector heritage conservation on-side.

Continue to explore alternative funding mechanisms for heritage conservation as a whole.

Goal 4 Present and communicate the value of heritage conservation in Cumberland

Use heritage conservation to strengthen community bonds, create partnerships with groups and institution and reduce perceived barriers to heritage conservation. Find ways in which the community as a whole can work with Village staff to achieve heritage conservation.

Encourage a greater degree of collaboration among institutions in Cumberland and enhance the profile of the benefits heritage brings to a community. Present and promote heritage to residents and visitors through a creative and multi-faceted interpretive program.

Goal 5 Conserve Village-owned heritage resources

Apply heritage conservation measures to Village-owned sites, including cemeteries, to retain physical evidence of the past, whether of real property or other assets, allowing residents and visitors, and future generations, to share in the benefits of heritage resources and Cumberland's vibrant cultural scene.

Be a model and example for others in the application of sensitive, realistic and cost-effective solutions for the conservation of Cumberland's heritage assets.

4.4.2 Strategies and Actions

The following tables outline strategies and actions that correspond to each goal:

Goal 1 Understand and recognize a wide range of heritage resources to support community identity and character

Year	Recommendation	Action / tools
Year 1	Identify and plan for the recognition and conservation of Cumberland's heritage resources. Plan to conserve heritage resources that reflect an understanding of all of Cumberland's historical time periods.	By Council resolution, adopt and prepare a Community Heritage Register. Provide information to staff, council and the community heritage commission about creating and managing heritage registers and preparing statements of significance. Where feasible and at the discretion of Council, work with private property owners to prepare a statement of significance and place the property on the heritage register.
	Promote an understanding of heritage in Cumberland that reflects the major historical themes, and represents the broad variety of resource types (buildings, landscapes, water features, views, trails, events, etc.) and historical time periods. Undertake heritage projects that support and communicate this understanding.	Select at least five resources to add to the heritage register that further represent the area's historical themes Select resources for the register that are a variety of types, not just buildings, to express the diverse heritage values in Cumberland. Appoint a staff person to be responsible for managing heritage register records.
Years 2-5	Continue to develop Cumberland's heritage register.	Each year, convene one meeting with the Heritage Commission that focuses on the selection of five heritage resources for the register. Prepare statements of significance for these register resources.
	Provide the tools for Cumberland to update and expand the heritage inventory and the heritage register.	Place the heritage resource nomination form on the website and promote its use. Hold a one-day statement of significance workshop for the Heritage Commission and interested staff facilitated by Heritage BC.
	Ensure that the community as a whole is aware of and educated about the importance of heritage conservation in Cumberland, including individuals, groups and institutions not necessarily directly associated with heritage.	Create a heritage-specific page on the Village website to promote the heritage program, provide heritage information, and collect and disperse material from other heritage associations and groups. Maintain and provide access to the City's heritage inventory. Create an online calendar of heritage events and activities. Develop a program to commemorate Cumberland's heritage features, such as a plaque program or stop of interest signs etc.

Goal 2 Make heritage conservation an integral part of community planning and part of any future change in Cumberland.

Year	Recommendation	Action / tools
Year I	Promote an understanding of heritage in Cumberland that reflects the major historical themes, and represents the broad variety of resource types (buildings, landscapes, water features, events, etc.).	Use this Heritage Management Plan as a means to implement policies that reflect Cumberland’s ongoing commitment to heritage conservation through its heritage section of the Official Community Plan.
	Integrate heritage conservation into day-to-day Village planning and decision-making throughout all municipal departments.	Commit staff and resources to the Village heritage program. Familiarize staff with the importance of heritage conservation to community and economic growth and sustainability. Ensure familiarity with conservation processes and with the available conservation tools through ongoing education. Integrate the heritage register into Village mapping and GIS system. Consider a values-based approach that relies less on mere aesthetics and more on community identity and vitality.
	Prepare for the conservation of historical neighbourhoods by planning for Village facilitation of the retention of character houses and landscape features.	Encourage staff to consider alternative approaches that avoid the loss of potential heritage/character buildings wherever possible. Consider innovative proposals for retention which might include extra density or other relaxations that involve discretion in applying guidelines, policies and regulations may be considered.
Years 2-5	Ensure that heritage resources on the register are acknowledged and cared for.	Consider a Heritage Site Maintenance Standards Bylaw for properties listed on the heritage register.
	Provide ongoing local government support for heritage conservation in Cumberland through the application of its heritage policies.	Continue to review and strengthen the heritage section in the OCP to reflect a continued and growing commitment to heritage conservation. Conduct regular reviews of the Heritage Management Plan. By Council resolution, adopt the <i>Standards and Guidelines for the Conservation of Heritage Places in Canada</i> as general practice guidance for all heritage activities in Cumberland. As well as buildings, structures, landmark features and objects, include artifacts and intangibles such as celebrations as part of Cumberland’s heritage management.
Years 2-5	Provide ongoing local government support for heritage conservation in Cumberland through the application of its heritage policies.	Consider the establish Development Permit Areas and/ or Heritage Conservation Areas in R-IA zones, such as Camp Road, Egremont Raod, Maryport Avenue, Allen Avenue neighbourhoods and the residential stretch of Cumberland Road. Establish form and character guidelines for these areas. Provide community education about financial benefits (principally through density bonusing or transfer of density) available to owners of R-IA properties on the heritage register. Ensure that all Village heritage resources are physically accessible to everyone in the community. Include accessibility measures in private projects.

Goal 3 Coordinate public and private-sector partnerships and conservation opportunities

Year	Recommendation	Action / Tools
Year I	Identify those incentives with the best history of acceptance and effectiveness that do not involve cash outlay or lost revenue by the municipality. These incentives facilitate a change of use, added floor area, subdivision, or other variances to zoning by-laws (e.g. height, site coverage, setbacks) that cannot be achieved by any other means.	Begin implementation of those incentives that grant development rights on property in excess of what would normally be possible under the zoning regulations. Offer incentives to property owners with heritage resources to an extent that the Village has real buy-in from property owners for heritage conservation.
	Identify ways of conserving heritage and keeping Cumberland's commercial core vital. Increase density to generate additional property tax revenue while maintaining the character of the downtown.	Promote Heritage Revitalization Agreements as a way to conserve heritage and facilitate financial benefit to property owners who agrees to conserve the heritage of their property. Facilitate real financial benefit to a property owner who agrees to conserve the heritage of their property.
	Identify ways of encouraging homeowners to rehabilitate their heritage houses.	Appeal to community pride and sense of community through the accomplishment of retaining and restoring a heritage home. Create an annual award or other recognition for people or groups who have made achievements in heritage conservation.
	Begin the process of retaining and revitalizing commercial properties along Dunsmuir Street, which, along with the streetscape itself, have been identified as having high heritage value.	For commercial properties, in return for the conservation of a building with heritage value, accept variations in development such as: <ul style="list-style-type: none"> • A building with more floor space than would otherwise be possible • Development without the parking provisions that would normally be required • Bonus density is one way of providing real financial incentives without drawing on existing financial resources • Agreeing to the subdivision of a property which would lead to an increased value in the subdivided land

Year	Recommendation	Action / Tools
	Educate the community about the benefits of heritage conservation and the heritage register, and what the register does and doesn't do.	<p>Provide information on the Village website and community sessions regarding the listing of private properties on the register and potential issues for owners. Ensure the community understands that:</p> <ul style="list-style-type: none"> • The register is a planning tool that enables the Village to properly understand its heritage assets, both public and private, and that this has benefits for everyone in the community • The heritage register does not imply protection and does not place restrictions or costs for homeowners • It can only delay demolition to allow the Village and property owner to discuss the opportunity for heritage conservation <p>Consider requesting statements of significance as the basis of any building/development permit application or review of proposed interventions to heritage sites.</p>
Years 2-5	Conserve the over 400 heritage character houses that have been identified as being important to the history and identity of Cumberland	<p>Create a section in the inventory that is a simple list of Cumberland's character houses and groups or clusters of heritage houses and / or streetscapes.</p> <p>Use this list to red-flag potential impacts to character houses. Provide owners with information on potential incentives for retaining or sensitively renovating character houses.</p>
	Facilitate the Heritage Alteration Permit process.	<p>Provide information about good practice in heritage conservation with the understanding that the better and more thoughtful the conservation, the more straightforward the permit process will be.</p> <p>Establish clear and straightforward rules for owners or developers that will assist in guaranteeing success.</p> <p>Include guidelines on following material, design and other considerations that are easy to understand and implement.</p>
	Focus in facilitating commercial vitality.	During the next OCP review, consider revising material requirements for revitalization projects along Dunsmuir Avenue and any other areas as appropriate.
	Identify and conserve access to trails and hiking corridors that have heritage value.	Work with private landowners to retain appropriate public access to the existing system of logging roads, artifacts and rail beds as part of the Village's broader heritage infrastructure. Investigate potential incentives on a case-by case basis.
	Explore alternative sources of funding for heritage conservation throughout Cumberland.	Community and private organizations having an interest in achieving all or individual parts of the management plan should be encouraged to explore funding sources beyond the Village.

Goal 4 Present and communicate the value of heritage conservation in Cumberland

Year	Recommendation	Action / Tools
Years 2-5	Integrate a level of interpretation into public and private development projects.	As part of the planning or design of a project identify potential interpretive themes and simple ways interpretive information can be embedded into the design of a park, trail, building etc.
	Promote an understanding of heritage in Cumberland by integrating heritage into outdoor recreation and community events.	Integrate the heritage program with the Trails Strategy through research, content and potential budget for trail signs, markers and wayfinding. Work with landowners and community groups to interpret corridors and trails.
	Support and take part in festivals and events with a heritage component.	Partner with schools to participate in heritage fairs and other events that will bring school age children and youth to an understanding of the importance of heritage in the community.
	Develop protocols and guidance for the commemoration of heritage resources to recognize the diversity of buildings, places, events and persons of historical significance.	Clarify roles and responsibilities for the management of the Village's commemorative collections. Create an organizational structure for commemoration proposals and approvals. Ensure diverse themes and topics in selecting commemorations. Develop design guidelines, subject matter and siting criteria for commemorations.

Goal 5 Conserve Village-owned heritage resources

Associated with the management recommendations is the preparation of a conservation plan for the collection of Village owned assets with heritage value, including municipal cemeteries.

Year	Recommendation	Action / Tools
Year 1	Identify the heritage values associated with Village-owned sites.	Use the identified values in this document for Village-owned sites as a basis for decision-making.
Years 2-5	Take advantage of any Village-owned heritage assets that have development potential.	Identify Village-owned heritage properties with commercial potential. Develop those properties with the goal of leasing space to commercial interests. Use the lease money to compensate for the development costs including the conservation of heritage on the property.
	Use Cumberland resources as demonstration projects using incentives for heritage conservation.	Identify Village-owned properties that could potentially receive transferred bonus density from other heritage properties, such as rezoning Village-owned land to be used for market housing. Use transfer of bonus density as an option for heritage properties where added density on site would be problematic for good conservation of heritage value or compatibility with neighbouring property. Consider a values-based approach that relies less on mere aesthetics and more on community identity and vitality.
	Build capacity to manage Village-owned heritage resources.	Ensure that all relevant Village departments are involved in the management of resources. As most of the Village-owned sites are landscapes, provide Parks, Engineering and other departments with information and resources to adopt proper heritage conservation and maintenance procedures to ensure the retention of heritage value. Implement/develop a shared model for the maintenance of older cemeteries with parks maintenance. Partner with other community groups in the conservation of heritage resources.

List of Cumberland's Village-owned Heritage Resources

Parks

- Village Park
- Village Square
- Coal Creek Historic Park: Jumbo's cabin, Chinatown, No. 1 Japanese townsite with cherry trees, coal tailings
- No. 6 Mine Heritage Park
- Peace Park
- Cumberland Community Forest: No. 3 Mine Site
- No. 5 Mine Fan House (future)
- Orchard Park
- Camp Road Greenway
- Comox Lake Park

Open space/natural features

- Village laneways
- Hawthorne trees on Maryport Street
- Dunsmuir Avenue streetscape
- Rail grade trails
- Allen Lake
- Stevens Lake
- Hamilton Lake
- Significant trees
- Porky's Path

Buildings

- Municipal hall
- Fire Hall
- Recreation Centre
- Cultural Centre

Provincially designated sites

- Royal Canadian Legion Arch
- Chinese and Japanese Canadian cemeteries at Coal Creek Park

Provincial Recognition of Chinese

Canadian Historic Places

- Chinatown in Coal Creek Historic Park

Provincial Recognition of Japanese Canadian Historic Places

- Japanese Town No. 1 and Japanese Cemetery (currently nominated)

Site furnishings

- Mining cart benches
- Murals in Village Square

Memorials

- Comox Lake Rd. cairns (Black community, No. 1 Japanese Town,
- Memorial benches: Library, Village Square, Village Park

Cemeteries

- Chinese cemetery
- Japanese cemetery
- Cumberland cemetery

5.0 Appendices

Appendix A Glossary of Heritage Terms

Appendix B Heritage Conservation Approaches

Appendix C Case studies:

- **Saito House**
- **No. 5 Mine Fan House at Coal Valley Estates**

Additional Volumes

Volume 2 Cumberland Heritage Inventory

Volume 3 Detailed Heritage Conservation Toolkit

Appendix A: Glossary of heritage terms

Accessibility The degree to which a historic place is easy to access by as many people as possible, including people with disabilities.

Adaptive re-use Conversion of a building into a use other than that for which it was designed, such as changing a power plant or warehouse into a gallery space or housing.

Artifact An object made by a human being, typically an item of cultural or historical interest.

Biogeoclimatic Zone A classification system used by the British Columbia Ministry of Forests for the Canadian province's many different ecosystems.

Character-defining element (CDE) The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of an historic place, which must be retained in order to preserve its heritage value.

Conservation All actions, interventions, or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these and other actions or processes.

Cultural landscape Any geographical area that has been modified, influenced, or given special cultural meaning by people.

- **Designed** cultural landscapes were intentionally created by human beings.
- **Organically evolved** cultural landscapes developed in response to social, economic, administrative, or religious forces interacting with the natural environment. They fall into two sub-categories:
- **Relict** landscapes in which an evolutionary process came to an end. Its significant distinguishing features are, however, still visible in material form.
- **Continuing** landscapes in which the evolutionary process is still in progress. They exhibit significant material evidence of their evolution over time.
- **Associative** cultural landscapes are distinguished by the power of their spiritual, artistic, or cultural associations, rather than their surviving material evidence.

Demolition is the systematic and deliberate destruction of a building (or fixture, chattel, and or equipment) or portion thereof. This includes not only removal of sections of buildings such as additions, wings and attached sheds but also integral design and structural components (both interior and exterior), surface finishes such as plaster or panelling, and design treatments such as store fronts, windows, and doors.

Development Cost Charges Monies that municipalities and regional districts collect from land developers to offset that portion of the costs related to these services that are incurred as a direct result of this new development.

Endangered species Wildlife species facing imminent extirpation or extinction.

Fabric In conservation, fabric means all the physical material of a place that is the product of human activity.

Habitat (a) In respect of aquatic species, spawning grounds and nursery, rearing, food supply, migration and any other areas on which aquatic species depend directly or indirectly in order to carry out their life processes, or areas where aquatic species formerly occurred and have the potential to be reintroduced.

(b) In respect of other wildlife species, the area or type of site where an individual or wildlife species naturally occurs or depends on directly or indirectly in order to carry out its life processes or formerly occurred and has the potential to be reintroduced. (Canada Species at Risk Act)

Heritage Conservation Area A designated historic district or conservation area, which denotes a neighborhood unified by a similar use, architectural style and/or historical development. A Heritage Alteration Permit is required to make any changes in a Heritage Conservation Area.

Heritage value The aesthetic, historic, scientific, cultural, social, or spiritual importance or significance for past, present, or future generations. The heritage value of an historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses, and cultural associations or meanings.

Indigenous Native to a particular place.

Inspection A survey or review of the condition of an historic place and its elements to determine if they are functioning properly; to identify signs of weakness, deterioration or hazardous conditions; and to identify necessary repairs. Inspections should be carried out on a regular basis as part of a maintenance plan.

Intangible Heritage The practices, representations, expressions, knowledge and skills, as well as associated tools, objects, artifacts and cultural spaces that communities and groups recognize as part of their history and heritage.

Integrity Generally refers to material wholeness, completeness, and unimpaired condition of heritage values. In the case of natural heritage, ecosystem integrity relates to the completeness of an ecosystem in terms of its indigenous species, functions, and processes. An unfragmented and relatively undisturbed ecosystem has the most integrity.

Interpretation, Interpretive Plan A mission-based communication process that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource, communicating messages and stories about cultural and natural heritage, and providing a wider understanding of our environment. (National Association for Interpretation)

Intervention Any action, other than demolition or destruction, that results in a physical change to an element of a historic place.

Invasive Plant A plant that is both non-native and able to establish on many sites, grow quickly, and spread to the point of disrupting plant communities or ecosystems.

Landscape An expanse of natural or human-made scenery, comprising landforms, land cover, habitats, and natural and human-made features that, taken together, form a composite.

Maintenance Routine, cyclical, non-destructive actions necessary to slow the deterioration of an historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.

Mitigation Conservation measures that can be implemented to eliminate or reduce a threat and its effects on a CDE, or to minimize the potential impact of a threat to a CDE. Site mitigation can involve avoiding the CDE through redesigning a proposed development or excavating only a percentage of the site.

Monitoring The systematic and regular inspection or measurement of the condition of the materials and elements of a CDE to document behaviour, performance, and rate of deterioration over time.

Native Wildlife species endemic (indigenous) or naturalized to a given area.

Naturalized A non-native species that does not need human help to reproduce and maintain itself over time in an area where it is not native. Naturalized plants often form the matrix for a novel ecosystem.

Non-native A species introduced with human help (intentionally or accidentally) to a new place where it was not previously found.

Object a discrete item that has heritage value and can be collected or conserved. See also Artifact.

Scale The sense of proportion or apparent size of a building or building element as created by the placement and size of the building in its setting.

Sense of place The feeling associated with a place, based on a unique identity and other memorable or intangible qualities.

Site circulation Movement patterns of pedestrian and vehicular traffic.

Species at Risk An extirpated, endangered, or threatened species or a species of special concern in Canada. (Canada Species at Risk Act) Guidelines for the Conservation of Historic Places in Canada (2nd edition, 2010 and any successors), Ottawa: Parks Canada.

Statement of Significance (SOS) A statement that identifies the description, heritage value, and character-defining elements of an historic place. A Statement of Significance is required in order for a historic place to be listed on the BC Register of Historic Places.

Stewardship Linked to the concept of sustainability, stewardship is an ethic that embodies responsible planning and management of cultural and natural resources.

Streetscape The visual elements of a street, including the pavement (dimensions, materials), sidewalks, adjoining buildings and open space frontages, street furniture, lighting, trees and plantings that combine to form the street's character.

Sustainability A group of objectives (economic, social, and environmental - the 'triple-bottom line') that must be coordinated and addressed to ensure the long term viability of communities and the planet.

View or viewscape What can be seen from an observation point to an object(s), particularly a landscape or building.

Appendix B: Heritage conservation approaches

The following table outlines the potential range of possible heritage conservation approaches. For any heritage resource, one or a combination of approaches can be taken. Decision making is made on a case-by-case basis. For sites slated for demolition or those without significant physical remains that are considered to have heritage value there should be a recording and possibly an interpretation of them, both methods of heritage conservation.

Conservation approach	Definition
Recording / Documenting	Objectively describing - through oral, written, graphic, photographic or other means - the present configuration and condition of an historic resource. This provides necessary basic data for the preparation of conservation research, analysis, design, and maintenance activities, as well as ensuring the historical or technical information contained in a site is not lost.
Monitoring	The systematic and regular inspection or measurement of the condition of the materials and elements of an historic place to determine their behavior, performance, and rate of deterioration over time. Monitoring is undertaken to ensure that adverse impacts on archaeological sites, buildings and structures, landscapes, and biological life-forms that could be evaluated prior to site alteration or construction activities are addressed. For archaeological sites, monitoring requires a licensed archaeologist; for other heritage resources, it should be carried out by appropriate heritage professionals.
Maintenance	The most primary form of conservation is a site and building maintenance program. It is the routine, cyclical, nondestructive actions necessary to slow the deterioration of an historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.
Mothballing	The temporary closure of a building or other structure to protect it from the weather and secure it from vandalism. It is intended to safeguard a character-defining element over an extended period until such time as it is decided to proceed with conservation.
Stabilization	A minimum amount of work done to safeguard a resource from the elements and/or destruction and to protect the public from danger. This work may involve emergency structural reinforcing, cabling (with trees), protective coverings, or hoardings. Stabilization is often undertaken to preserve the character-defining element for future heritage conservation work.

Conservation approach	Definition
Repair	<p>The process of returning a character-defining element to its prior condition when it has undergone changes attributed to failure, decline, wear, normal use, or abuse. A repair action does not alter or enhance the integrity, character, performance, or design intent of the heritage feature.</p> <p>Repair may include patching of existing components using technologically compatible materials and methods, limited replacement in-kind of components, complete replacement in kind of a component when the degree of change it has undergone precludes any other type of action.</p>
Preservation	<p>The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of a historic place or of an individual component, while protecting its heritage value.</p>
Restoration	<p>The process of accurately revealing, recovering, or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, as accurately as possible, while protecting its heritage value.</p> <p>Restoration is considered the primary treatment when the significance of a particular place during a particular time period significantly outweighs the loss of existing character-defining elements from other periods, and if there is substantial evidence of its appearance at an earlier time.</p>
Rehabilitation	<p>The action or process of making possible a continuing or compatible contemporary use of a historic place or landscape, or of an individual component, while protecting its heritage value. Rehabilitation makes possible an efficient contemporary use while retaining those portions and features which are significant to the resource's heritage values. New work is designed to be physically and visually compatible with and distinguishable from, the original historic place. For landscapes, rehabilitation is the most common intervention, as it allows changes necessary to satisfy present-day demands upon the site.</p> <p>In continued use rehabilitation, changes are made to a historic place that continues to be used for its original purpose. In adaptive re-use, the historic place is converted to a new use.</p>
Consolidation	<p>The physical addition or application of adhesive or supportive materials to ensure continued durability or to protect the structural integrity of the heritage resource. Consolidation is most frequently undertaken when structural elements have deteriorated to a point where the future of the resource is jeopardized.</p>

Conservation approach	Definition
Reconstruction	A building, site feature, or artifact that no longer exists is reproduced with new construction that exhibits the shape, material, and detailing (and often construction methods) of the resource as it once appeared. Good documentary information without conjecture is essential in order to justify a reconstruction. With landscapes, planning should consider the age and arrangement of vegetation, allowing for growth and maintenance to continue an appearance that replicates the historical period.
Replication	Making an exact copy of portions of an existing structure, feature, or artifact, usually to replace a missing or decayed component in order to maintain aesthetic unity and harmony. Replication is often used for cosmetic reasons in restoration work. If valuable cultural property is being threatened or damaged irretrievably by its environment, it may have to be moved to a more protected environment. A replica may be substituted in order to maintain heritage integrity and the unity of a site or building.
Interpretation	A process of communicating messages about cultural and natural heritage, or telling stories about a place, that forges emotional and intellectual connections between the interests of the audience and meanings inherent in the resource. The presentation can relate to the way the place is now, has been, used, seen, touched, smelled and tasted, giving impact to evocative stories and meanings. The range of interpretive techniques is vast, and can include such things as interpretive signs, the retention of parts of buildings or structures, interpretive interventions designed into new construction, site furnishings, landscape design, planting, artifacts, features embedded into the landscape, public art, hands-on techniques, audio, video and many others.
Renovation	Occurs when extensive changes and/or additions are made to an existing building internally and externally in order to ‘renew’ the structure. Cultural landscapes can also be renovated. These changes are often made in response to the need for more space, repair, general improvements, or lifestyle considerations.
Re-use or symbolic conservation	Re-using or reinstalling components of deteriorated buildings, structures or landscapes in-situ, elsewhere on the site or in another location. Symbolic conservation refers to the recovery of unique heritage resources and incorporating those components into new development, or using a symbolic design method to depict a theme or remembrance of the past.

Conservation approach	Definition
Managed decline or ruinification	<p>Allows a character-defining element to remain on site and slowly degrade or deteriorate rather than be moved or demolished. Some heritage resources cannot be reused and the cost of repair cannot always be justified. The long-term solution for these is one of managed decline once the historic significance of the asset has been carefully recorded. Over the long-term the natural forces of nature are used to allow the site to become a historic ruin. The first phase of managed decline typically involves carefully documenting the character-defining elements and then removing but storing in situ salvageable or unsafe parts of the building or structure. Documenting the process of decline is an important component of site interpretation. It is managed through measures such as temporary scaffolding or supports using appropriate historical elements, and maintenance such as removal of leaves and debris, to prolong the life of the resource and celebrate its disappearance.</p>
Deconstruction or salvage	<p>The process of retaining and protecting from deterioration historic fabric or elements that have been removed from their original context. Selected parts of a building or landscape are protected for renovation or reuse, consisting of actions to carefully dismantle and reassemble building, structure, or artifact; in situ if possible, but often ex situ on another site.</p> <p>This process is often undertaken out of structural necessity, for the protection of significant individual features from permanent loss, to repair deteriorated material, to observe historic construction techniques or protect materials for future re-use. The term also applies to natural heritage and landscape values such as plants.</p>

Appendix C: Case studies



Case Study I: Saito House

1. Heritage values and character-defining elements

- Last remaining example of a Japanese dwelling from the original community of 36 homes at No. 1 Japanese Town
- Constructed in 1925 by Masakitchi Saito
- Representative of Japanese miners, their community and mining hardships
- Recalls 1942 internment of Japanese Canadians
- Typical features of a mine workers house at that time and place including side gable roof, shed extension and wood exterior
- Associated lands

2. Character-defining elements

- Location at No. 1 Japanese Town and within Coal Creek Historic Park
- Associated lands
- Associated lands
- Form and character of house
- Materials including wood frame
- Front porch

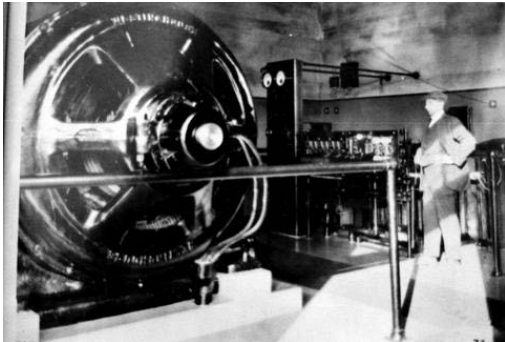
3. Issues

Ownership of a private house without land ownership and within a public park
West Fraser Mills currently holds a covenant over the land

4. Potential heritage conservation tools

- Potential tools to explore for the stabilization, retention and/or conservation of structure:
 - Official Community Plan
 - Heritage Register
 - Designation
 - Subdivision
 - Heritage Conservation Covenant
 - Interpretation
 - Cash grant (purchase of house by Village)
 - Partnership tools





Cumberland Museum & Archives

Case Study 2: No. 5 Mine Fan House at Coal Valley Estates

1. Heritage values

- Rare fan house structure related to the No. 5 shaft mine just north of Cumberland which operated between 1895 and 1947
- Historical and economic significance due to the importance of coal mining to the origins, growth and development of Cumberland
- Association with mine owner Robert Dunsmuir
- Physical remains help to demonstrate the development of mining technology in which a large fan pulls air through the shaft and up the return airway to provide ventilation for the mine
- Example of industrial architecture and form in the still-visible layout of fan house and location of fan
- Structural materials including concrete
- Iconic landmark representing the remains of a significant coal mining structure
- Visible and easily accessible from the Village for interpretation purposes

2. Character-defining elements

- Location near the site of the No. 5 mine
- Situated near a bluff associated with coal mining geology and landscape
- View of the mine from the existing road
- Form and character of the building remains
- Weathered concrete with encroaching plants
- Graffiti

3. Issues

- Situated on private land within a future residential development
- Severely compromised by adjacent site works

4. Potential heritage conservation tools

- The site currently has a conservation covenant in place through Section 19 to create a pocket park around the structure. Other potential tools to assist in stabilization, retention and/or conservation of structure and site:
 - Interpretation
 - Partnership tools