

AECOM

Appendix J

Heritage Impact Assessments



BALLANTYNE PIER

STATEMENT OF SIGNIFICANCE/ HERITAGE IMPACT ASSESSMENT

SEPTEMBER 2016

DONALD LUXTON
AND ASSOCIATES INC 

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1. INTRODUCTION

Constructed between 1921 and 1923, Ballantyne Pier originally consisted of a 1200-foot long 340-foot wide pier structure with four concrete linear sheds, each 500 feet long. The pier was built at the foot of Heatley Avenue, along Centennial Road, north of the Canadian Pacific Railway tracks and along the Hawks Avenue axis in the Strathcona neighbourhood of Vancouver. The Pier, which extends into Burrard Inlet, most recently served cruise ship passengers, but was historically used for freight handling and storage on behalf of the Port. Only a portion of one of the original pier buildings remained intact through the 1990s renovation to adapt the pier into a cruise ship facility. The footprint of the pier has also grown to connect to the Centerm container terminal. Today, Ballantyne Pier is again the subject of a potential adaptive reuse project. This report summarizes the heritage value of Ballantyne Pier through a Statement of Significance, and a Heritage Impact Assessment provides an analysis of potential impacts to the extant building portion of the pier, as the Centerm facility is expanded.



Ballantyne Pier, 1945, City of Vancouver Archives Air P29.1

2. HISTORIC CONTEXT

As the local economy gradually recovered following the First World War, new port facilities were built to meet the growing resource trade. The construction of Ballantyne Pier began in 1921 and was completed in 1923. The Northern Construction Company of Vancouver was awarded the contract for the construction of the new pier in September of 1920 at a cost of \$4,402,324. The first stage of work involved the dredging of the inlet to reach the required depth of water – depositing the dredging material in the centre of the future pier location to be used for the filling of the shoreline. This subsurface work was undertaken by the firm of Grant & MacDonald, who moved over a million and a half yards of material from the bottom of the inlet and constructed a base level gravel pit. The second stage of work involved the Northern Construction Company contract, which called for:

The construction of an ocean terminal pier with substructure of the concrete cylinder type. The pier will be 1200 feet long on one side, 1070 feet long on the other and 340 feet wide. It will be equipped with all modern facilities for handling cargoes and provide with four two-storey fireproof freight sheds. The contract calls, in addition, for the building of a shore wharf 830 feet long and 350 feet wide. Expenditures on the construction of the pier will be met in accordance with the provisions of the Dominion legislation authorizing loans to the harbor commission of Vancouver. Moneys will be advanced by the government on progress estimates and will be secured by the issue of bonds of the harbor commission. (Vancouver Daily World, September 29, 1920).



Two articles on the construction of Ballantyne Pier, naming Andrew Don Swan as the designer and consulting engineer on the project, with support from Vancouver Harbour Board chief engineer, William G. Swan.

Left: *Vancouver Daily World*, December 30, 1919

Right: *Vancouver Daily World*, September 29, 1920



Ballantyne Pier nearing completion, *Vancouver Daily World*, June 8, 1923

The pier structure was erected on concrete columns, each of which were seven feet in diameter and sunk into bedrock and gravel filled. Construction of the Ballantyne Pier work was supervised and managed by consulting engineer to the Vancouver Harbour Board, Andrew Don Swan of Montreal. Swan was also responsible for the design of the pier structure and the four freight sheds; he was supported locally by William G. Swan, the chief engineer for the Vancouver Harbour Board.



Ballantyne Pier was named for Canadian politician, Charles Colquhoun Ballantyne (August 9, 1867 – October 19, 1950). A millionaire and one-time owner of Sherwin Williams Paints in Montreal, Ballantyne was president of the Canadian Manufacturer's Association and a member of the Montreal Harbour Board. He also raised and commanded the 1st Battalion Grenadier Guards. Ballantyne was appointed minister of public works, minister of marine and fisheries and minister of the naval service in October 1917 by Sir Robert Borden. He became a Cabinet minister prior to being elected to the Canadian House of Commons in the December 1917 federal election.

The Big Ballantyne Pier in the Port of Vancouver as It Will Appear When Completed in October Next

TYPE OF CONSTRUCTION, REINFORCED CONCRETE THROUGHOUT, LENGTH, 1,000 FEET; WIDTH, 312 FEET; HEIGHT AND CLEARANCE (GENERAL), 100,000 SQUARE FEET; LENGTH OF OVERHEAD, 1,000 FEET.

A LOOK at above the new Ballantyne Pier, now under construction, which will be completed in September of this year. The pier will be one of the most modern in the Pacific Coast and will be capable of handling as much cargo as all the other wharves in the port combined. All modern equipment for handling goods will be provided. It is 1,000 feet in length and 312 feet wide. There will be two elevators, one on each side, 100 feet wide, two car tracks on each side between the edge of the pier and the base of the wharf, and three tracks and a railway in the center of the pier between the tracks.

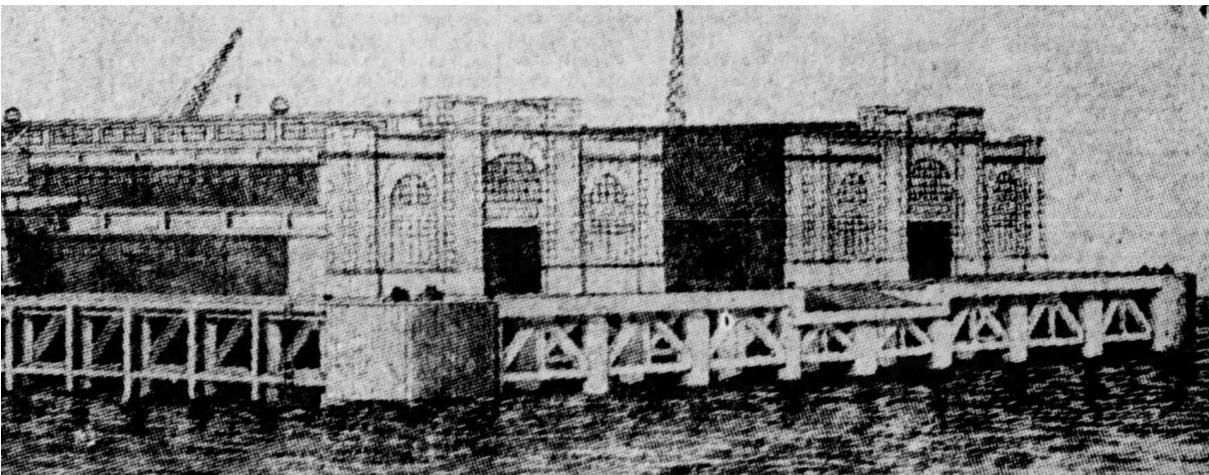
It will be fitted with all modern electrical equipment. On each side of the wharf there will be two traveling cranes, each capable of lifting three tons. It is estimated that there could be brought into wharf at once as much as 1,000 tons.

There will be a freight elevator, each with two openings between the wharf level and the second floor of the shed. The lower floors will be used for the storage of goods and the upper floors will be used for storage of goods awaiting shipment. In addition, all the wharves there will be equipped in such a way that each pier will operate as an individual wharf.

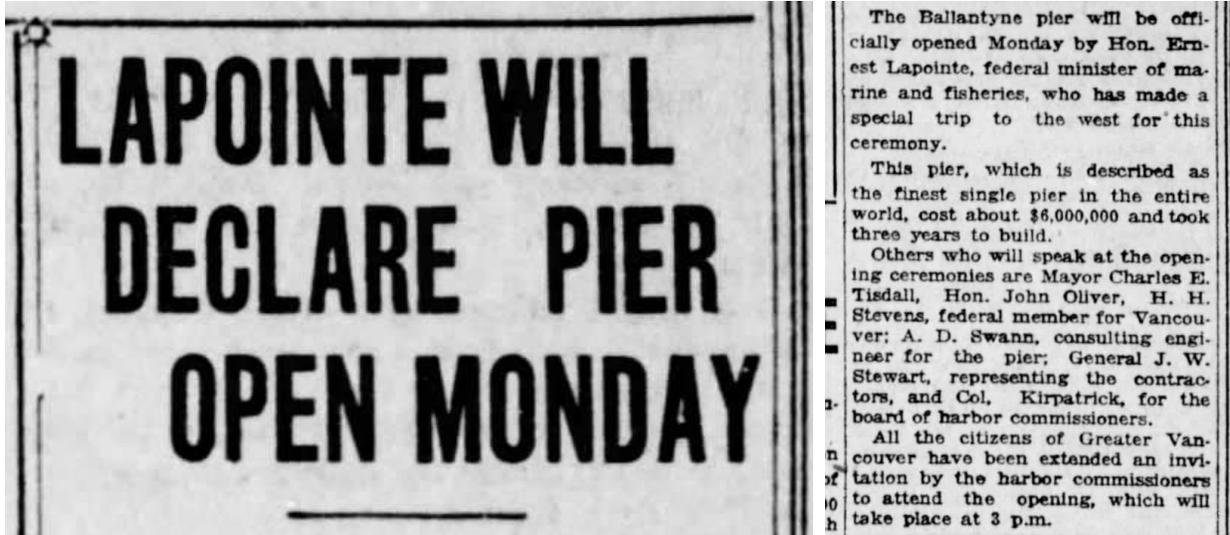
Timber and ironwork will be used in the pier connecting tracks from one pier to another pier in loading and in unloading. There will be four powered elevators, one on each pier, to load and unload the pier.

THE SHIPBOARD OF THE BALLANTYNE PIER IN THE FUTURE OF THE PORT OF VANCOUVER WILL BE UNPARALLELED. IT IS ANTICIPATED THAT IT WILL HANDLE THROUGH THE GREAT BRIDGE HANDLING CAPACITY OF VANCOUVER.

INFORMATION CONCERNING THE PORT WILL BE GLADLY FURNISHED BY THE VANCOUVER HARBOR COMMISSIONERS



Drawing of the nearly completed Ballantyne Pier Sheds, *Vancouver Daily World*, June 11, 1923



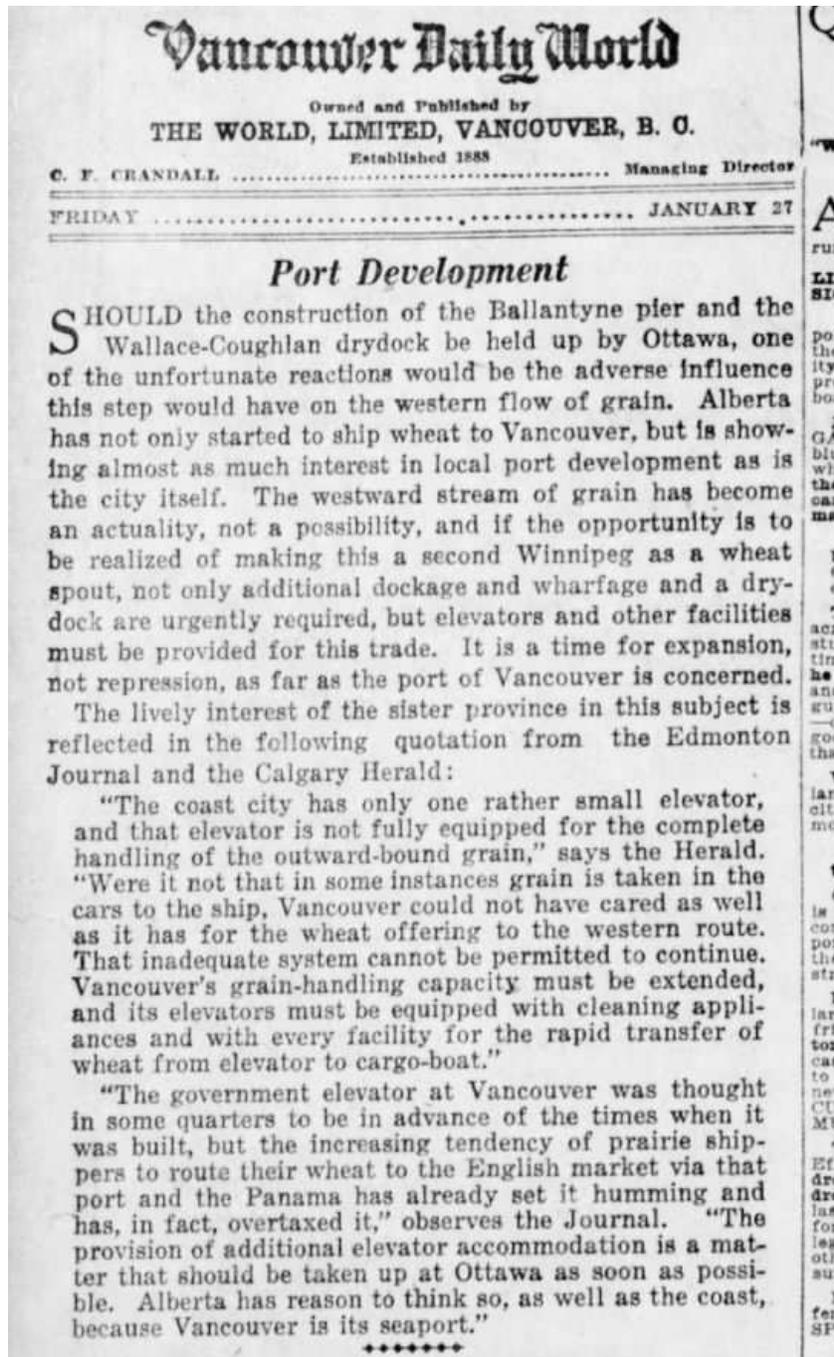
Opening of Ballantyne Pier, *Vancouver Daily World*, October 6, 1923



Left: Hon. Ernest Lapointe [J. Russell & Sons/Library and Archives Canada/C-019104]

The 1920s would be a decade of intense growth for the port, as the full effect of the opening of the Panama Canal was felt and, more importantly, as Vancouver assumed the role of Canada's primary point of grain export, with wheat shipments from the Prairies comprising 70% of total exports by 1932. As the 'westward stream of grain' arrived, the volume of foreign exports passing through Vancouver finally surpassed that of Montreal in 1929. Vancouver was now a major national, and increasingly international, port of trade. Ballantyne Pier, including its connection to the adjacent grain elevator (since demolished) provided much-needed processing and storage facilities for this growing trade.

Despite this growth, the city's economy was not immune to the harsh realities of the following decade, as unemployment spiked and a growing sense of urgency gripped many who were subjected to tenuous employment situations. Labour unrest reached a fever pitch during the summer of 1935, when a two-week strike and lockout had rendered waterfront workers idle. On June 18, a parade of 1,000 striking workers marched into what has come to be known as the "Battle of Ballantyne Pier" when a confrontation with city police quickly turned into a three-hour melee that spread to the adjacent residential district and drew both the BC Provincial Police and RCMP into the mix.

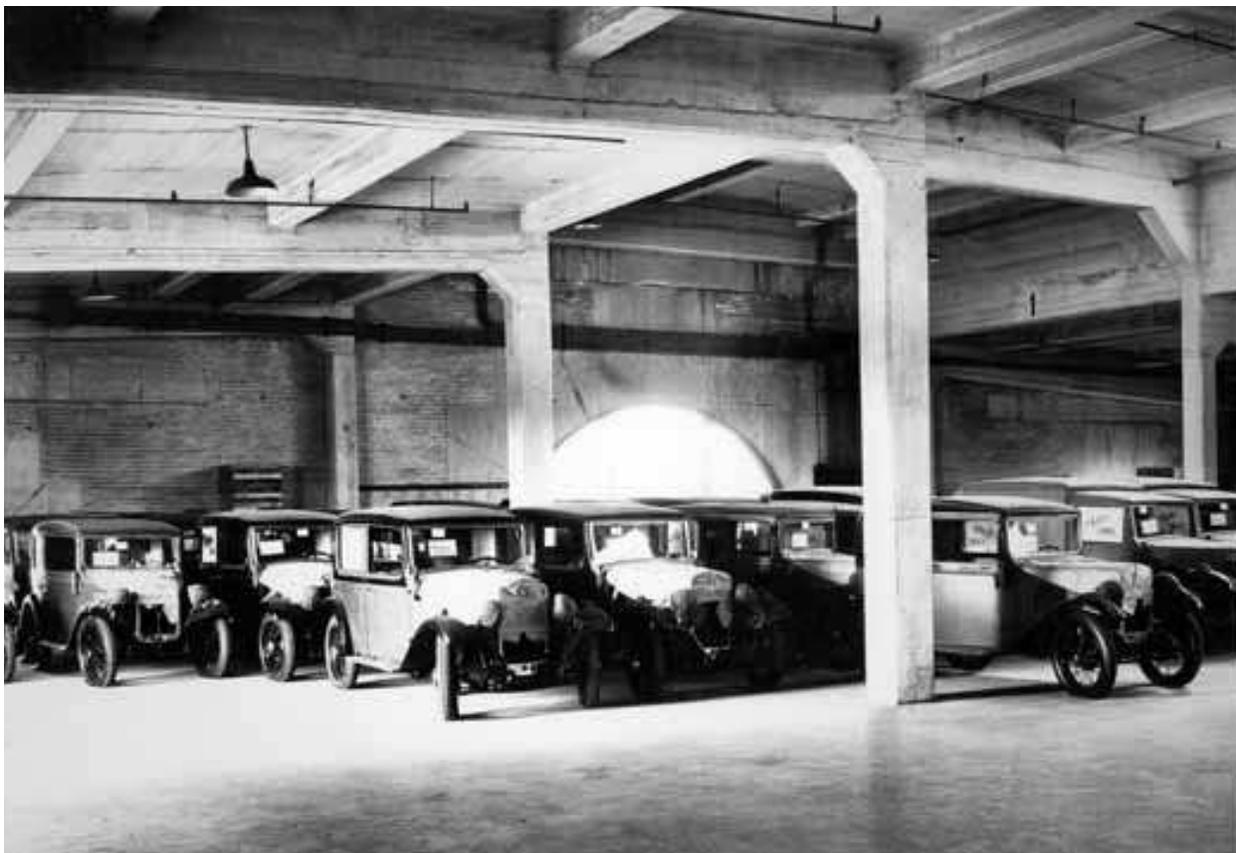


Vancouver Daily World, January 27, 1922

As the economy returned to a period of growth after the Second World War, Ballantyne Pier continued to process and store freight. The pier's traditional role continued until the 1990s, when a new cruise ship-processing terminal was constructed on its eastern half. The western half of Ballantyne Pier had been integrated with the container storage yards of the adjacent Centerm facility. Port Metro Vancouver has recently decided to further expand the Centerm facility and consolidate all cruise ship operations at Canada Place.



Ballantyne Pier under construction, 1922, CVA PAN N228C



Austin cars inside Ballantyne Pier storage buildings, 1934, Vancouver Public Library (VPL) 2741



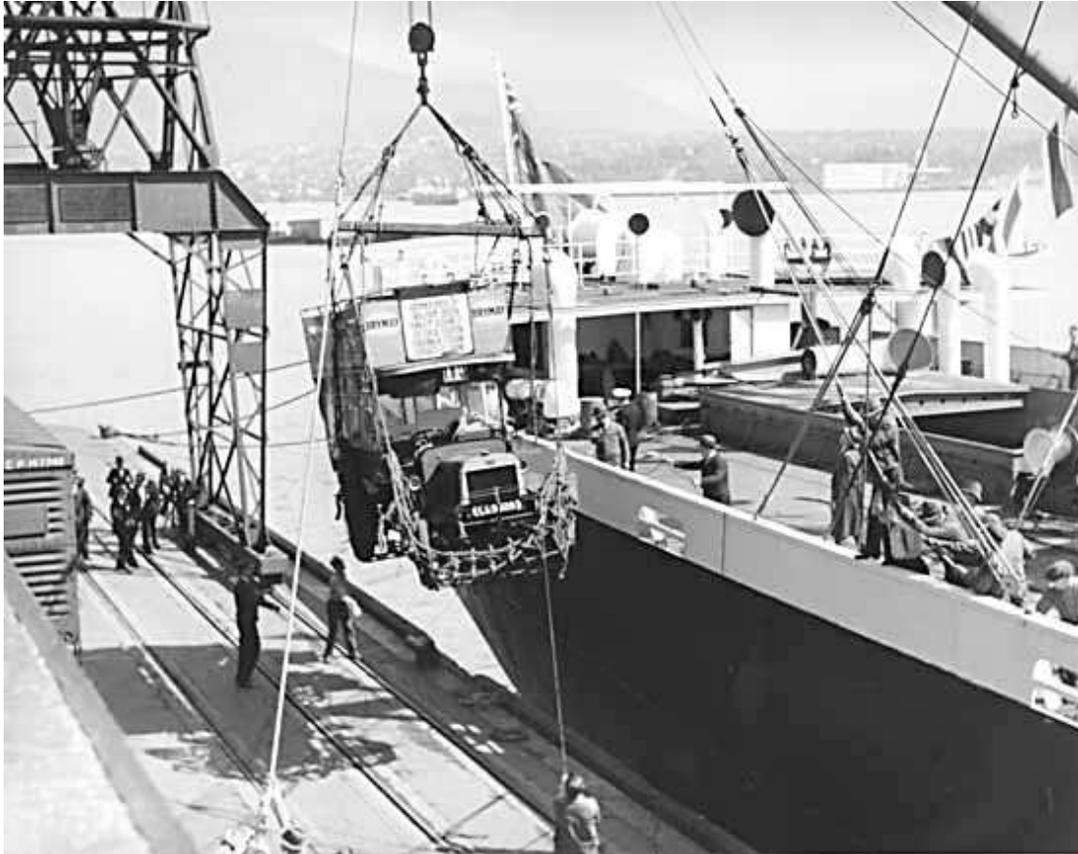
**Trains and grain elevators (specifically Grain Elevator No. 2),
the lifeblood of Vancouver's port and Ballantyne Pier, 1934, CVA 447-175**



Looking northwest over Ballantyne Pier from No. 2 Elevator, 1934, VPL 10800



Labour demonstration at Ballantyne Pier during Great Depression, circa 1935, VPL 8829



Double-decker bus from London, England arriving for Golden Jubilee, 1936, VPL 8716A



Double-decker bus from London, England arriving for Golden Jubilee, 1936, VPL 8716C



Aerial view of Ballantyne Pier from northwest, circa 1940s, CVA Air P29.3



Aerial view of Ballantyne Pier from northeast, circa 1940s, CVA Air P29.4



Ballantyne Pier and Elevator No. 2, 1944, CVA 586-1994



Ballantyne Pier, 1945, CVA Air P29.2

3. STATEMENT OF SIGNIFICANCE: BALLANTYNE PIER



Description of Historic Place

Ballantyne Pier consists of the surviving portion of Shed One of an original set of four massive industrial pier buildings. It is comprised of the seven southernmost, two-storey cast-in place concrete structural bays and the south-facing brick and cast stone facade of Ballantyne Pier Shed One.

Heritage Value of Historic Place

Ballantyne Pier is valued as an example of the renewal and growth of Port facilities during the interwar period in Vancouver. Ballantyne Pier is also significant as a large-scale engineering project, as designed and managed by engineers Andrew Donald Swan and William George Swan.

Completed in 1923, Ballantyne Pier was constructed as part of the expanding Vancouver port facilities, renewed due to the improving post World War One economy. The 1920s were a decade of intense growth for the port, as the full effect of the opening of the Panama Canal was felt and, more importantly, as Vancouver assumed the role of Canada's primary point of grain export, surpassing Montreal in 1929. Built to provide storage facilities for the transshipment of the increasing western flow of grain from the Prairies, Ballantyne Pier illustrates the early efforts of the Port of Vancouver to become Canada's busiest harbour. Indeed, upon completion, Ballantyne Pier had doubled the ocean freight handling capacity of Vancouver. Ballantyne Pier continued to process and store freight following the Second World War until the 1990s, when a new cruise ship-processing terminal was constructed on its eastern half. Due to such subsequent change, Shed One of Ballantyne Pier remains the last early pier building in Vancouver and the last surviving original portion of Ballantyne Pier, one of the largest industrial sites in Vancouver.

As the local economy gradually recovered following the First World War, and as evolving technology became available, new large-scale port facilities could be built to meet the growing resource trade. The construction of the massive Ballantyne Pier began in 1921 and was complete in 1923. The first stage of subsurface work was undertaken by the firm of Grant & MacDonald, who moved over a million and a half yards of material from the bottom of the inlet. The second stage of work was awarded to the Northern Construction Company of Vancouver for the construction of the new pier at a cost of \$4,402,324. The contract called for the construction of a 365-metre long ocean terminal pier, equipped with four two-storey fireproof freight sheds, each 36,650 square metres in size. Construction of the Ballantyne Pier work was supervised and managed by consulting engineer to the Vancouver Harbour Board, Andrew Don Swan of Montreal. Swan was also responsible for choosing the location of Ballantyne Pier and for the design of the pier structure and the four freight sheds; he was supported locally by William G. Swan, the chief engineer for the Vancouver Harbour Board. The public face of each of the freight sheds was dressed with a Classical Revival masonry façade, characterized by oversized details such as cast stone quoins and round-arched windows, that indicated the scale of the buildings behind and the scale of the Ballantyne Pier project as a whole.

Heritage Character-Defining Elements

The heritage character-defining elements of Ballantyne Pier are its:

- location adjacent to the Port facilities on the south side of Burrard Inlet;
- industrial form and massing as exemplified by its massive scale, two-storey height, symmetrical front façade with over-scaled elements, and stepped flat roofline;
- internal board-formed, cast-in place two-storey high concrete structure, consisting of a wide central aisle, taller on the second floor, with two wide side aisles, with square columns, diagonal braces and transverse north and south running beams, and concrete floor and roof;
- monumental front façade, including: projecting corner bays; raised central parapet with smooth cast stone sign band "Ballantyne Pier 1923"; exposed aggregate cast stone corner quoins and window and door surrounds; high-fire pressed red brick cladding with grey mortar; smooth cast stone sign band above entry with "Shed No. 1"; decorative smooth cast stone spandrels between first and second floor windows; projecting shaped parapet blocks; and continuous parged concrete base;
- fenestration, such as large ground floor multi-paned windows, second floor multi-paned round-arched windows, banks of side windows and second floor clerestory windows; and
- dedicatory 1923 and 1995 brass plaques mounted beside entry.

4. HERITAGE IMPACT ASSESSMENT

4.1 HERITAGE STATUS

Ballantyne Pier Shed #1 is listed in the “A” category of the Vancouver Heritage Register, and is therefore recognized, by resolution of City Council, as having citywide heritage significance.

The City does not have jurisdiction over Port Metro Vancouver (PMV); it is not incumbent on PMV to recognize the Register listing. The City will, however, have interest in the treatment of the heritage resource, as it is one of the prime heritage industrial sites in Vancouver.

4.2 CONDITION ASSESSMENT

The original, extant portion of Ballantyne Pier appears to be in good condition, but is no longer in active use. Maintenance issues were noted on the exterior, and the replacement wooden windows display signs of deterioration.

4.3 PROPOSED SITE TREATMENT

The Ballantyne Pier shed will be consolidated with the adjacent Centerm facility of Port Metro Vancouver. The current proposal involves the adaptive reuse of the structure for use as office space.

4.4 PROPOSED CONSERVATION INTERVENTIONS

The impact of adapting the facility into an office building is relatively limited, as the structure will be retained and remain in place. The historic portion of the building should be secured and protected throughout the adaptation process.

4.5 CONSERVATION STANDARDS

In Canada, the Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada* defines our national principles of good conservation practice. The *Standards and Guidelines* define three conservation treatments: Preservation, Rehabilitation and Restoration.

The proposed conservation interventions at Ballantyne Pier have been measured against the *Standards and Guidelines*.

CONSERVATION STANDARD	PROPOSED INTERVENTION
GENERAL STANDARDS FOR ALL PROJECTS	HERITAGE IMPACT
1. Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of a historic place if its current location is a character-defining element.	The proposed adaptation of the structure into office space conforms to this standard.
2. Conserve changes to a historic place, which over time, have become character-defining elements in their own right.	N/A
3. Conserve heritage value by adopting an approach calling for minimal intervention.	The proposed adaptation of the structure into office space conforms to this standard.
4. Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties or by combining features of the same property that never coexisted.	N/A
5. Find a use for a historic place that requires minimal or no change to its character-defining elements.	The proposed adaptation of the structure into office space conforms to this standard.
6. Protect and, if necessary, stabilize a historic place until any subsequent intervention is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.	The structure is currently stable. There are no known archaeological resources.
7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.	The proposed adaptation of the structure into office space conforms to this standard.
8. Maintain character-defining elements on an ongoing basis. Repair character-defining element by reinforcing the materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.	The proposed adaptation of the structure into office space conforms to this standard.
9. Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable upon close inspection. Document any intervention for future reference.	Any proposed interventions to the historic façade of the structure should follow the <i>Standards</i> below.
ADDITIONAL STANDARDS RELATING TO REHABILITATION	HERITAGE IMPACT
10. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.	The proposed scope of work involved in the adaptation of the facility should carefully treat the character-defining elements of the historic structure (see chart on following page).
11. Conserve the heritage value and character-defining elements when creating any new additions to a historic place and any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.	Any new additions to historic structure should be visually compatible with, subordinate to and distinguishable from the historic, original fabric.

12. Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.	Any proposed additions to the historic structure should be reversible, such that its character-defining elements are not impaired.
ADDITIONAL STANDARDS RELATING TO RESTORATION	HERITAGE IMPACT
13. Repair rather than replace character-defining elements from the restoration period. Where character-defining elements are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.	The historic structure appears to be in good condition and therefore its character-defining elements should not require replacement.
14. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.	N/A

The following impacts are anticipated on the Character-Defining Elements (CDEs) identified in the Statement of Significance.

CHARACTER-DEFINING ELEMENTS	HERITAGE IMPACT
Location adjacent to the Port facilities on the south side of Burrard Inlet	The proposed work should not impact this CDE.
Industrial form and massing as exemplified by its massive scale, two-storey height, symmetrical front façade with over-scaled elements, and stepped flat roofline	The proposed work should not impact this CDE.
Internal board-formed, cast-in place two-storey high concrete structure, consisting of a wide central aisle, taller on the second floor, with two wide side aisles, with square columns, diagonal braces and transverse north and south running beams, and concrete floor and roof	The proposed work should not impact this CDE.
Monumental front façade, including: projecting corner bays; raised central parapet with smooth cast stone sign band "Ballantyne Pier 1923"; exposed aggregate cast stone corner quoins and window and door surrounds; high-fire pressed red brick cladding with grey mortar; smooth cast stone sign band above entry with "Shed No. 1"; decorative smooth cast stone spandrels between first and second floor windows; projecting shaped parapet blocks; and continuous parged concrete base	The proposed work should not impact this CDE.
Fenestration, such as large ground floor multi-paned windows, second floor multi-paned round-arched windows, banks of side windows and second floor clerestory windows	The proposed work should not impact this CDE.
Dedicatory 1923 and 1995 brass plaques mounted beside entry	The proposed work should not impact this CDE.

4.6 CONCLUSION

It has been concluded that the proposed adaptation of the Ballantyne Pier shed into office space is a non-invasive and generally supportable outcome for the historic structure. The character-defining elements of the building should be retained, and carefully repaired, as necessary. The retention of the facility protects the heritage value of this important piece of Vancouver's industrial history.

5. RESEARCH SUMMARY

PUBLISHED SOURCES

- Engineering and Contract Record, “Progress on the Ballantyne Pier in Vancouver Harbor”, Toronto, January 4, 1922
- Institution of Civil Engineers: Selected Engineering Papers No. 27 “Vancouver Harbour, B.C. (Canada)”, Written by Andrew Don Swan, 1925

PHOTOGRAPHS/MAPS

Archival and contemporary images and maps have been sourced by searching the following collections:

- City of Vancouver Archives
- Vancouver Public Library
- Library and Archives Canada

NEWSPAPERS

- *Vancouver Sun*: Jul 28, 1990, p.D16, Robin Ward, illus.
- *Vancouver Sun*: Sep 9, 1992, p.B2, \$40-million facelift proposed.
- *Vancouver Sun*: Oct 17, 1992, p.D4, Robin Ward, illus.
- *Vancouver Sun*: Dec 30, 1995, p.D14, The year's best new and old buildings, by Robin Ward, illus.
- *Vancouver Daily World*: Dec 30, 1919, “A.D. Swan Busy at Waterfront”
- *Vancouver Daily World*: Sep 20, 1920, “Vancouver Firm Gets Contract: Northern Construction Company Will Construct New Ballantyne Pier – Other Work Progressing Rapidly”
- *Vancouver Daily World*: Sep 29, 1920, “Contract Son to be Executed: Ballantyne Pier Job Will be Ordered Proceeded With Shortly, is World Received from Ottawa [sic]”
- *Vancouver Daily World*: Jan 27, 1922, “Port Development”
- *Vancouver Daily World*: Jun 8, 1923, “Ballantyne Pier Nearing Completion”
- *Vancouver Daily World*: Oct 6, 1923, “Lapointe Will Declare Pier Open Monday”
- *Vancouver Daily World*: Jun 11, 1923, “The Big Ballantyne Pier in the Port of Vancouver as It Will Appear When Completed in October Next”, drawing of the Ballantyne Pier Sheds



ROGERS SUGAR

HERITAGE IMPACT ASSESSMENT

SEPTEMBER 2016

DONALD LUXTON
AND ASSOCIATES INC 

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1. INTRODUCTION

Constructed in stages through the 1920s, the Rogers Sugar warehouse was built on the south side of Burrard Inlet, north of the Canadian Pacific Railway tracks in the Downtown Eastside neighbourhood of Vancouver. The iconic warehouse is a manifestation of the ongoing sugar refining operations on the site, which date back to 1891.

The footprint of the building expanded as the company grew. Today, the landmark Rogers Sugar warehouse is one of the most recognizable industrial buildings in the city. This report summarizes the historic context of the Rogers Sugar warehouse and includes a Heritage Impact Assessment, which provides an analysis of potential impacts to the extant building facing Powell Street, in the event of the construction of a concrete overpass.



Rogers Sugar warehouse, 1945, City of Vancouver Archives (CVA) 586-3997

2. HISTORIC CONTEXT

[Text adapted from *The Refiners: A Century of BC Sugar* and *Vancouver Exposed: A History in Photographs*]
BC Sugar was incorporated on March 27, 1890 with J.M. Browning as president and B.T. Rogers as managing director, earning \$5,000 per year. Construction of the complex, located along Powell Street on Burrard Inlet, began in 1891, producing its first sugar the same year.



Group portrait of original construction gang of the B.C. Sugar Refining Co., 1891, CVA Bu P685



B.C. Sugar refinery, original buildings, located at Powell and Raymur, 1891, CVA Bu P55



Rogers, 1890,
CVA 2011-092.807

American-born Benjamin Tingley Rogers became one of Vancouver's most well-known, influential, and successful businessmen of the late nineteenth and early twentieth centuries. The Rogers family had been in the sugar refining business in the United States since the late 1860s. Following the death of his father, B.T. Rogers struck out on his own, first working in a New York refinery for four years while learning the technical aspects of sugar refining and then, in 1889, relocating to Montreal where he heard about Vancouver and the newly completed railway across the continent. Through his New York connections, he was introduced to William C. Van Horne, the president of the Canadian Pacific Railway (CPR). There were several following meetings that included Richard B. Angus, General Manager of the Bank of Montreal, and one of the founders of the CPR, that resulted in \$80,000 of seed money for a new Vancouver-based sugar enterprise. Rogers then travelled to the west coast and on January 24, 1890

checked into the Hotel Vancouver. Three days later, he produced a letter on the hotel's stationery, which read as follows:

d To His Worship the Mayor and Aldermen of the
City of Vancouver, B. C.:

ls GENTLEMEN,—On behalf of myself and associ-
e ates I beg to lay before you a proposition to es-
r tablish a sugar refinery in the City of Vancou-
er, on the following conditions:

is 1st. The refinery to be known as the Colum-
n bla Sugar Refining Company (Limited), of
g Vancouver, B. C., shall be erected and in op-
s eration within eight months from the signing
e of agreement.

e 2nd. Said refinery shall be constructed of
y brick of the most substantial manner, and be
l provided with all the necessary improved ma-
f chinery for supplying the market with all
e grades of refined sugar; and shall have a
t capacity of not less than 100 barrels of sugar per
n day.

r 3rd. As a guarantee of good faith, that the
a above conditions will be carried out, the Com-
s pany agree to give a bond in the sum of \$10,-
e 000.

The establishment of the aforesaid refinery
shall, however be subject to the following pro-
visions:

1st. Provided, That the City of Vancouver
shall vote a bonus to the Company of \$10,000.

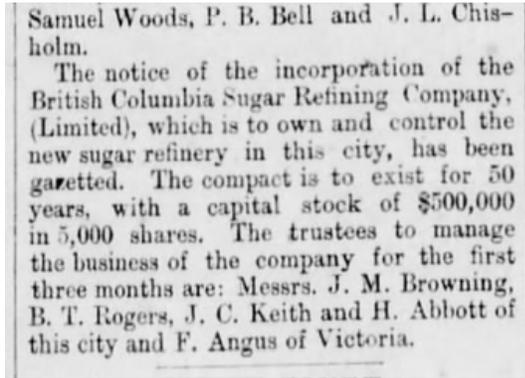
2nd. That all the property of the proposed
Columbia Sugar Refinery Company shall be
exempt from taxation for a period of fifteen
years.

3rd. That in the event of the water works
system being acquired by the city, water in any
quantity desired by the refinery shall be fur-
nished them free of all charge for ten years, at
the expiration of which period the city shall
bind themselves to furnish water for a second
period of ten years, at a charge of not more
than 10 cents per thousand gallons

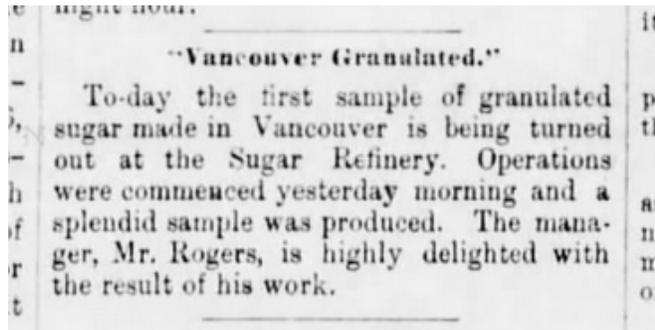
Respectfully yours,
B. T. ROGERS.

Vancouver Daily World, January 28, 1890

Rogers was well versed in the sugar industry, knew the practical side of the refinery, and knew the importance of water for the production. The young City of Vancouver was eager for new business, and the venture was hugely attractive many people, including Mayor David Oppenheimer. Oppenheimer's company sold the waterfront land on which Rogers would locate his refinery to the city for \$30,000, and then the city granted it to the sugar company. This was the first industry in Vancouver not related to the region's natural resources, including timber, fish and furs.



Vancouver Daily World, April 3, 1890



Vancouver Daily World, January 20, 1891

The construction of the refinery began in July 1891, and the plant was ready to operate in less than six months. As there were no experienced sugar workers in Vancouver, a workforce had to be trained to produce the sugar. Rogers largely directed the technical set-up of the refinery himself, with support from his New York contacts. By early 1892, the first sugar was ready, and on January 20, the *Vancouver News-Advertiser* wrote:

The Sugar Refinery of this City turned out its first sample of refined sugar yesterday and the Company may well be satisfied with the result. The sample that is a high-grade yellow is clean, with well-marked grain, bright and full flavored, and very much superior to specimens of the same grade from refineries in Eastern Canada. The manager, Mr. Rogers, and all connected with the refinery are highly delighted with the first fruits of their labor. Today they will begin manufacturing regularly at the rate of 150 barrels per day of all grades. The first sample of granulated sugar will be manufactured today. About 75 men are employed at present on the works.

In order to ensure the CPR's investment, Van Horne installed John M. Browning, the railway's Vancouver land commissioner who also served as Vancouver City Council's finance chairman, as the company's first president. At the time, Vancouver's councillors did not consider Browning's dual role as both a grantor and a recipient of the city's resources a conflict of interest. The early operation of the refinery was relatively smooth and successful, with the exception of the loss of two full shiploads of raw sugar in 1893 during passage from the Philippines.



Vancouver Daily World, July 10, 1906



View of Powell Street looking west from Raymur Avenue, 1906, CVA 152-19



View of the CPR tracks and BC Sugar Refining Co. Ltd. buildings on the waterfront from the foot of Raymur Avenue, 1906, CVA 152-20



B.C. Sugar Refinery, at the foot of Rogers Street, 190-, Vancouver Public Library (VPL) 3023

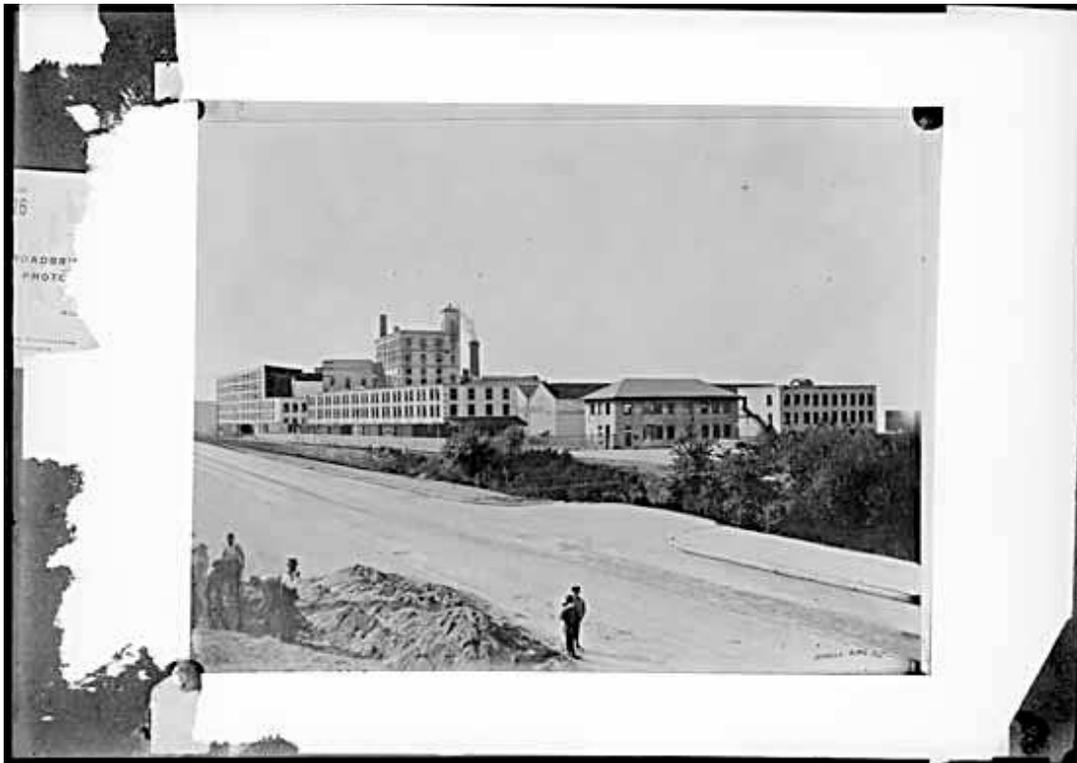


C.P.R. tracks near the B.C. Sugar Refinery, 1909, VPL 496

HERITAGE IMPACT ASSESSMENT: ROGERS SUGAR WAREHOUSE, VANCOUVER



Deep sea diver on wharf near the B.C. Sugar Refining Co. Ltd., no date, VPL 7512



B.C. Sugar Refinery, located at the foot of Rogers Street; viewed from Powell Street, no date, VPL 18716



B.C. Sugar from Burrard Inlet, 1910, VPL 7438g



B.C. Sugar from the water, 1910, VPL 7436

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B.C. Sugar Refinery, ca. 1910, CVA A18139



B.C. Sugar, 1910, VPL 7437

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B.C. Sugar, 1910, VPL 7438



B.C. Sugar, 1910, VPL 7438a



B.C. Sugar, 1910, VPL 7438b



B.C. Sugar, 1910, VPL 7438f



B.C. Sugar, 1910, VPL 7438h



B.C. Sugar Billboard, 1912, VPL 7439



B.C. Sugar building with additions, 1912, VPL 21603

Where Do Your Interests Lie? Where Are Your
Town Lots? Here or in China?

B.C. Granulated Sugar

Is the Best in the World

We Challenge Comparison

Can Be Obtained At All Grocers

Ask for B.C. Sugar and See That You Get It. Why Buy
Chinese Sugar?

Vancouver Daily World, January 28, 1910

B.T. Rogers originally considered selling B.C. Sugar once the company became a going concern but later changed his mind after falling in love with the province's beauty. Early in 1905, Rogers decided to become a producer, as well as a refiner, by purchasing an ailing sugar cane plantation and mill in Fiji and founding the Vancouver-Fiji Sugar Company. The main objective of going into the sugar growing business was an attempt to out-compete Hong Kong "coolie-refined" sugar. One related Rogers Sugar ad read: "If you would rather buy sugar refined in Hong Kong by cheap coolie labor than sugar refined in British Columbia by well-paid white labor, then there is no further argument, but if you wish to build up your city and its prosperity, you will surely act differently and you will not allow any dealer to sell you sugar other than that which is refined right here in Vancouver." The sugar businessman was appealing to the city's loyalties to hometown workers, who, according to a stipulation contained in the original deal with the city, did not include non-Caucasian employees.

However, to say that workers in the B.C. Sugar Refinery were "well paid" may have been an overstatement. Rogers ran his company autocratically and was fiercely anti-union. In 1917, the refinery's 206 male and 36 female works went on strike, demanding a pay increase and better working conditions, especially for the women, who had to sew the sugar bags standing on their feet for 10 hours every day. The bitter confrontation, during which management tried to keep the factory going with scab labour, lasted 92 days, and in the end Rogers agreed only to minimal concessions.

B.T. Rogers passed away in 1918, but his legacy lives on through the continued operation of the Rogers Sugar Company at the site. The Vancouver refinery today produces up to 240,000 tonnes of sugar per year from imported raw cane sugar. Products refined at the site include granulated sugars of various grist sizes, sugar cubes, icing sugar, liquid sugars, soft sugars, brown sugar, and golden syrup. The refinery, operating since 1891, is as a testament to the early industrial foundations of the Vancouver waterfront and the robust warehouse at the south end of the parcel serves as the public face of the longstanding company.

HERITAGE IMPACT ASSESSMENT: ROGERS SUGAR WAREHOUSE, VANCOUVER



Hastings Street viaduct, showing B.C. Sugar Refinery in the distance, 1915, CVA SGN 1125



View of waterfront showing B.C. Sugar in the background, 1920, CVA PAN N236



View of water front showing Hastings Sawmill, B.C. Nail factory, Balfour-Guthrie Warehouse and dock, G.N. Railway dock and the B.C. Sugar refinery, 1920, CVA PAN N237

HERITAGE IMPACT ASSESSMENT: ROGERS SUGAR WAREHOUSE, VANCOUVER



View of B.C. Sugar Refinery [buildings] from [the] G.N. dock, 1920, CVA 152-57

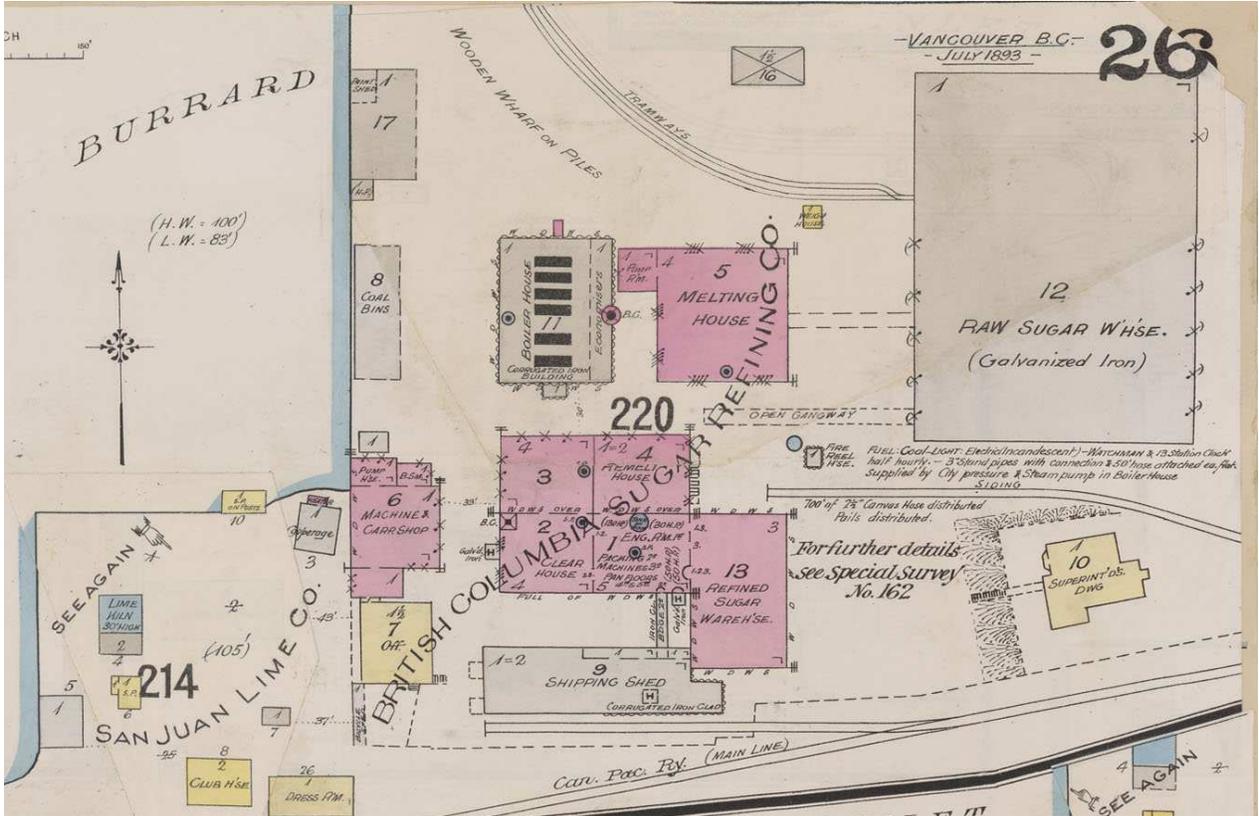


B.C. Sugar Refining Co. with homes on Powell Street, 1927, VPL 6444

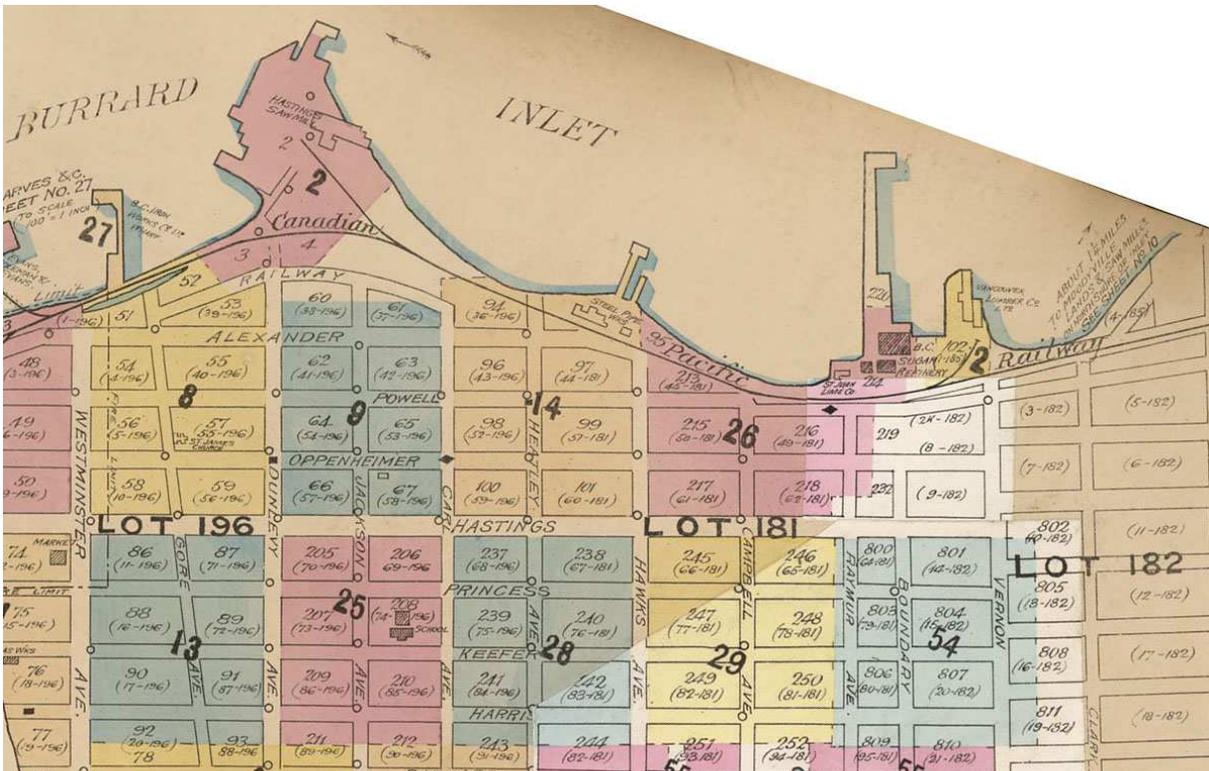


View of B.C. Sugar Refining Co. and Grain Elevators from Ballantyne Pier, 1934, VPL 2737

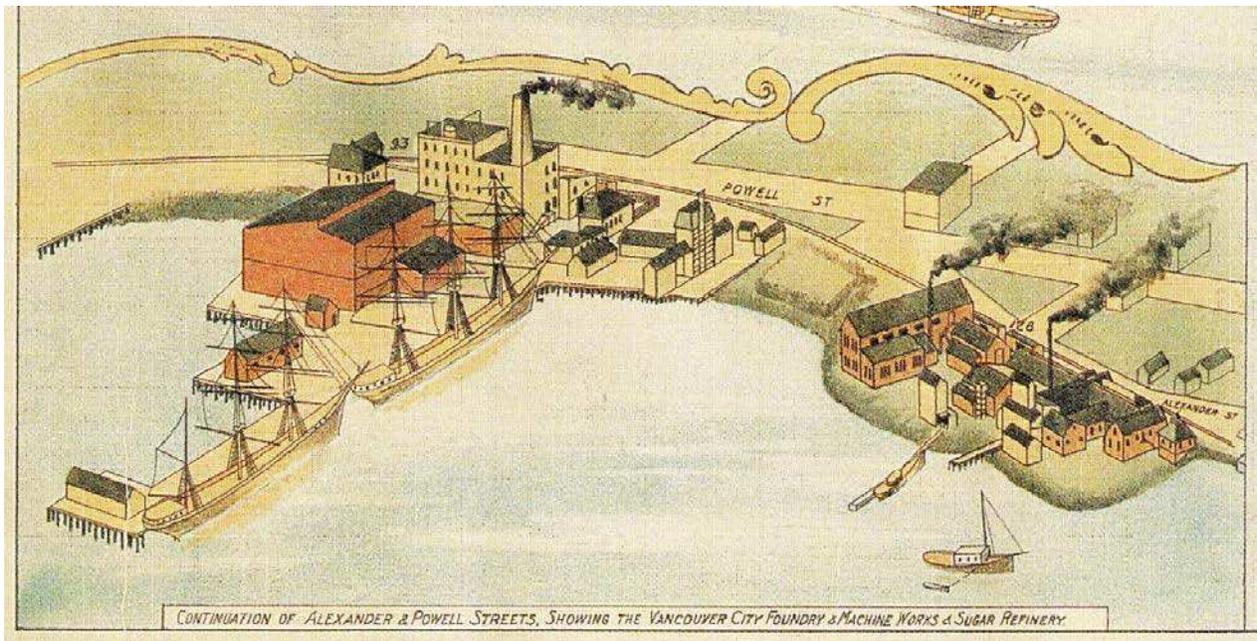
HERITAGE IMPACT ASSESSMENT: ROGERS SUGAR WAREHOUSE, VANCOUVER



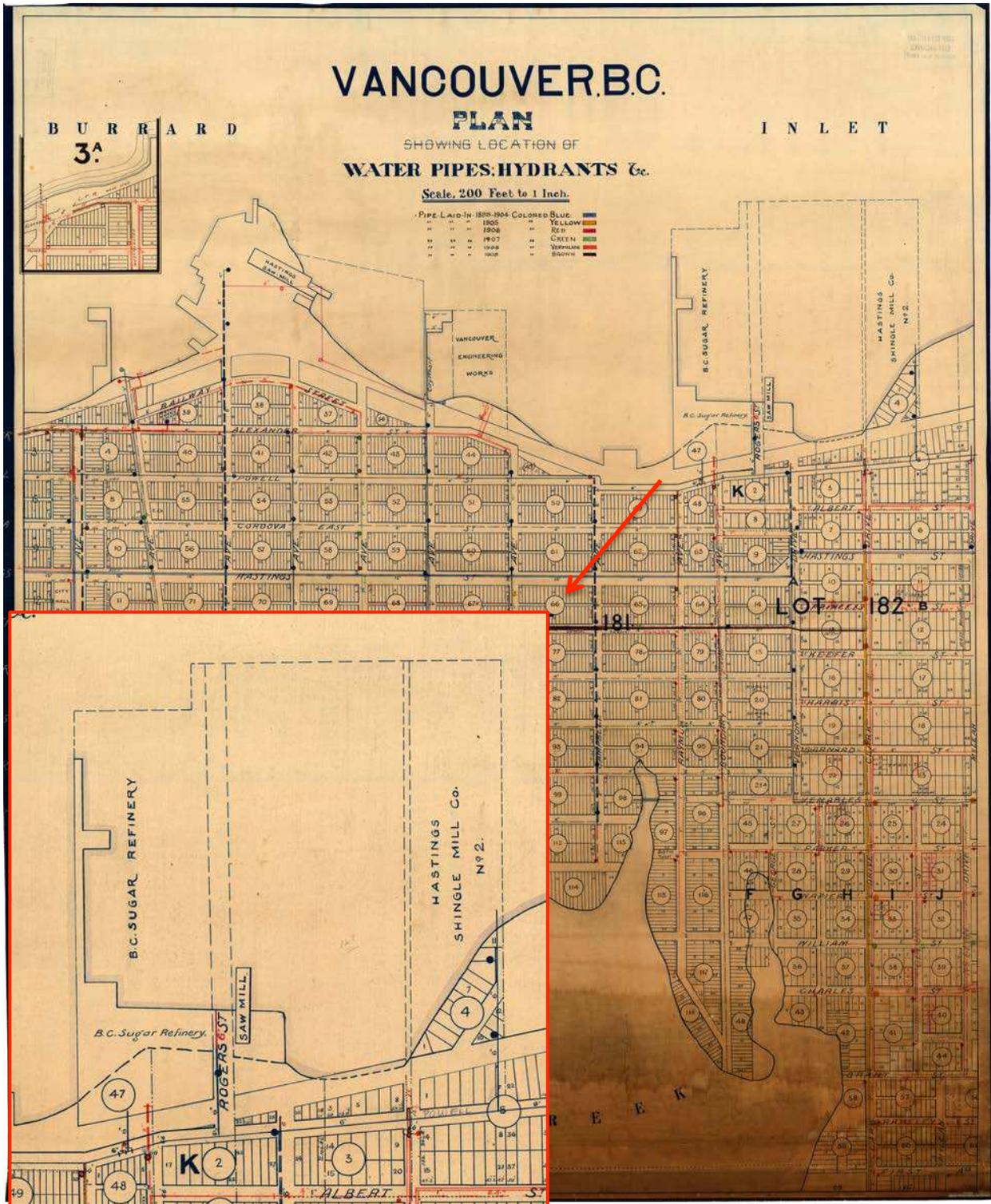
1893 Vancouver Fire Insurance Map showing detail of Rogers Sugar complex



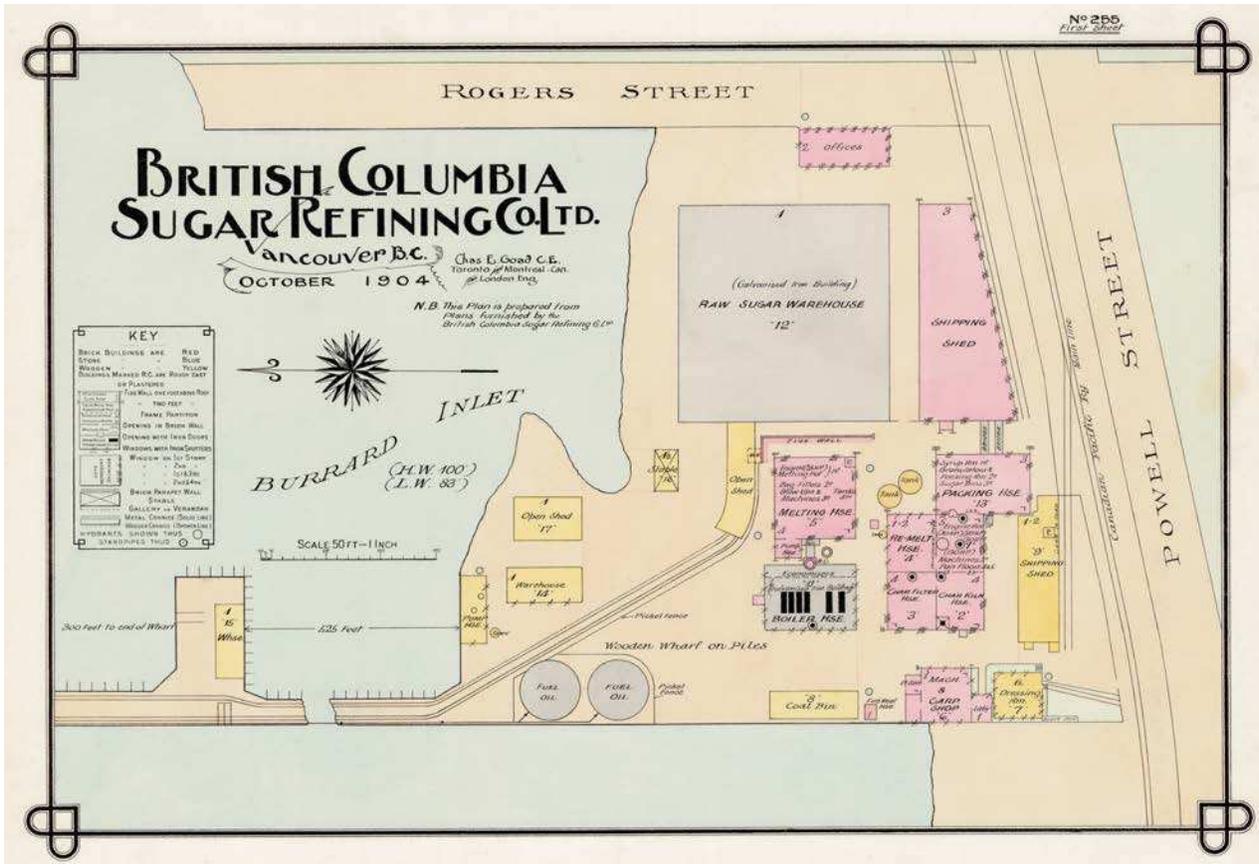
1897 Vancouver Fire Insurance Map, showing the Rogers Sugar facility among the other waterfront industries at the turn of the century



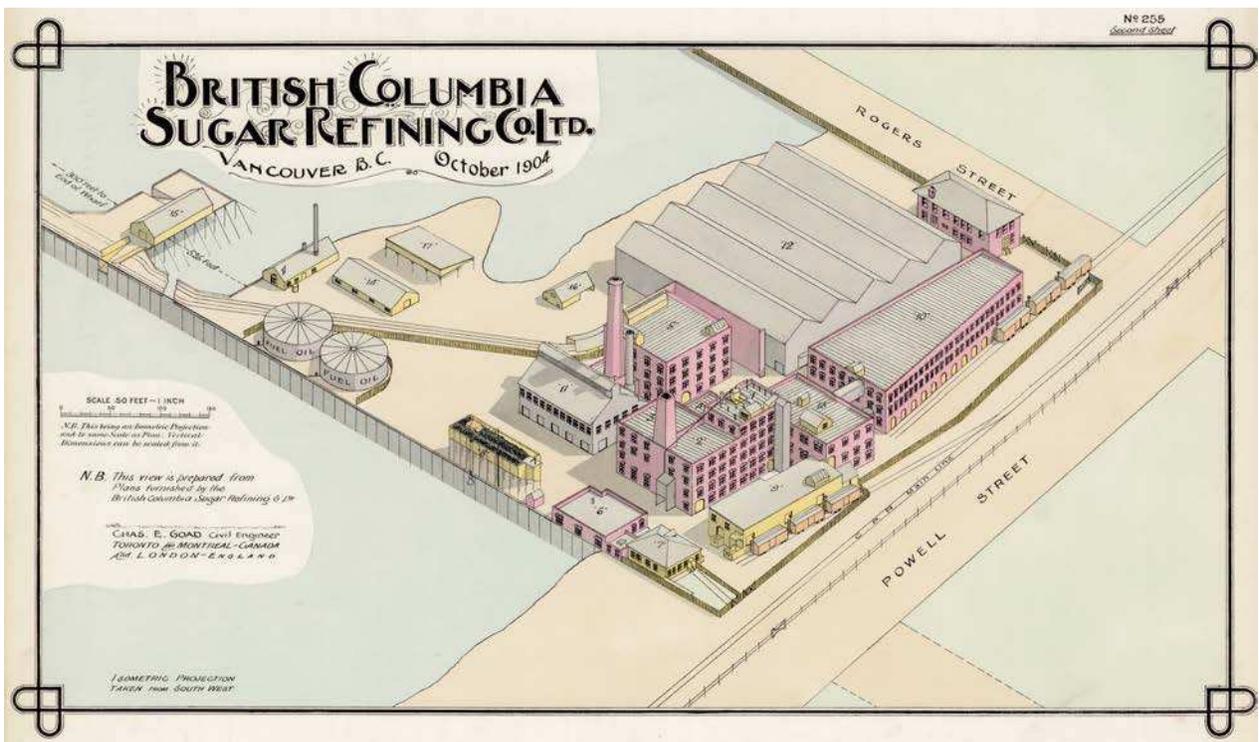
1898 Bird's Eye view of Rogers Sugar complex



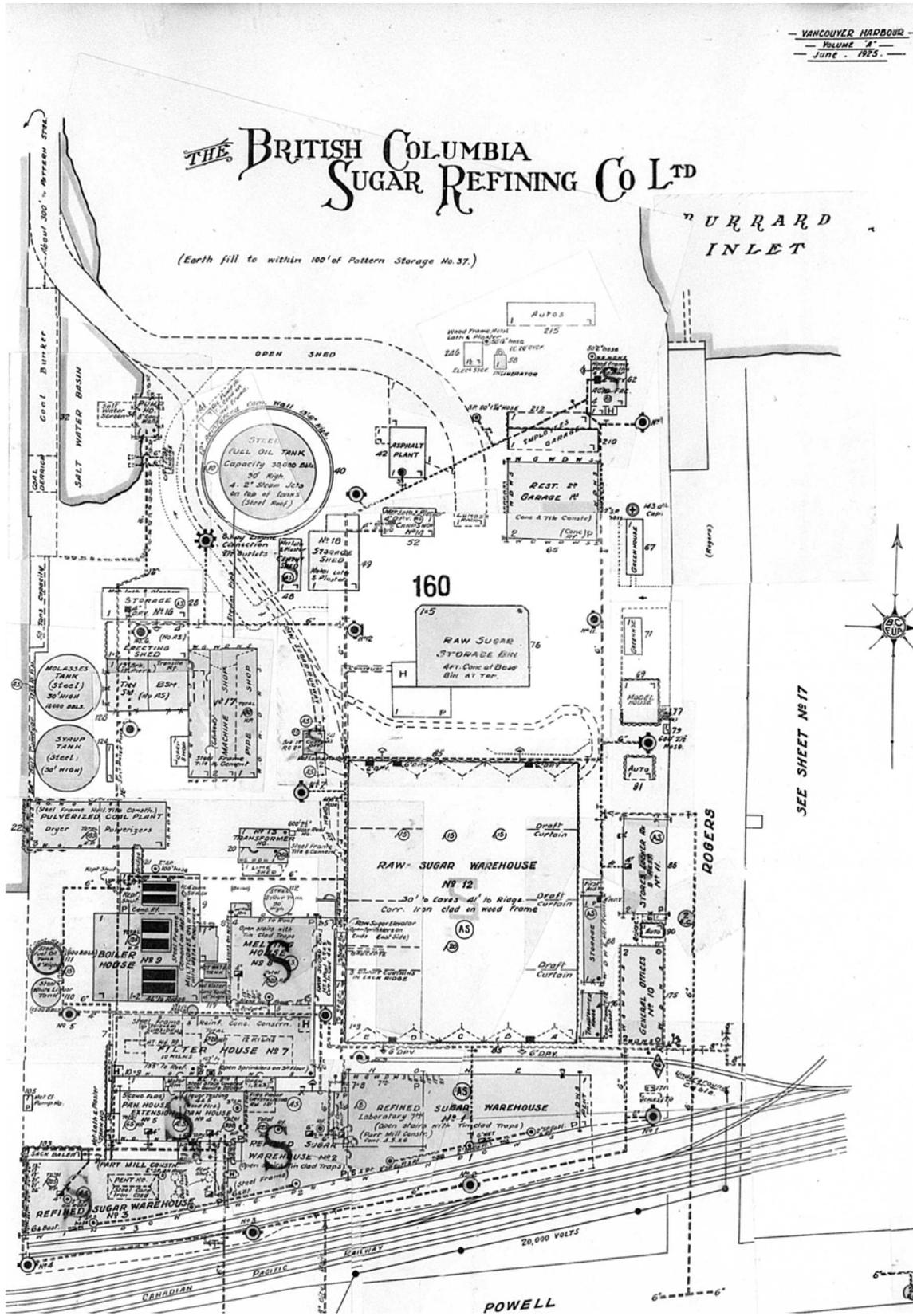
Burrard Inlet to False Creek, Westminster Avenue to McLean Drive, 1909, CVA MAP72.06



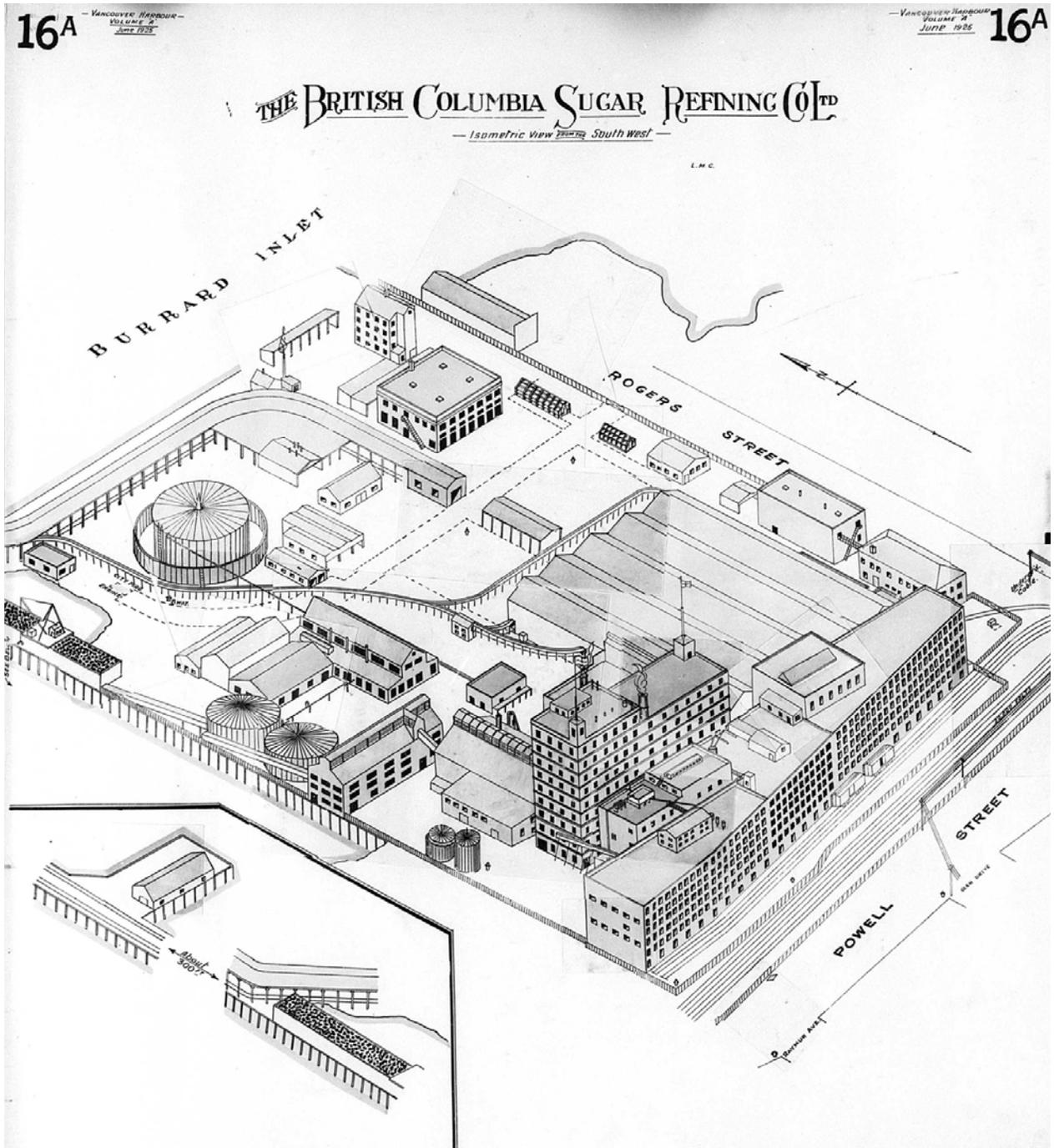
1912 Fire Insurance Map showing detail of Rogers Sugar complex



1912 Fire Insurance Map showing axonometric view of Rogers Sugar complex



1925 Vancouver Fire Insurance Map showing detail of Rogers Sugar complex



1925 Fire Insurance Map showing axonometric view of Rogers Sugar complex

HERITAGE IMPACT ASSESSMENT: ROGERS SUGAR WAREHOUSE, VANCOUVER



Aerial view (Bing Maps) of the Rogers Sugar warehouse with the 1925 Fire Insurance Map superimposed

HERITAGE IMPACT ASSESSMENT: ROGERS SUGAR WAREHOUSE, VANCOUVER



Aerial view of Rogers Sugar complex from northwest, circa 1940s, CVA Air P29.3

3. HERITAGE IMPACT ASSESSMENT

3.1 HERITAGE STATUS

The sugar refinery site is listed in the “A” category of the Vancouver Heritage Register, and is therefore recognized, by resolution of City Council, as having primary, citywide heritage significance.

The City does not have jurisdiction over Port Metro Vancouver (PMV); it is not incumbent on PMV to recognize the Register listing. The City will, however, have interest in the treatment of the heritage resource, as it is one of the premier and most historic industrial sites in Vancouver.

3.2 CONDITION ASSESSMENT

The Rogers Sugar warehouse appears to be in good condition and its historic, character-defining elements, including its symmetrical appearance, brick cladding, and multi-pane windows with curved transoms and brick lintels, are intact.

3.3 PROPOSED SITE TREATMENT

There are no proposed changes to the operation of the site.

3.4 PROPOSED INTERVENTIONS

The proposed intervention of constructing an overpass along the primary, public-facing façade of the Rogers Sugar warehouse will address trucking logistics issues for PMV, but will also impact the historic appearance of the iconic facility.

3.5 CONSERVATION STANDARDS

In Canada, the Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada* defines our national principles of good conservation practice. The *Standards and Guidelines* define three conservation treatments: Preservation, Rehabilitation and Restoration.

The proposed interventions to the warehouse building have been measured against the *Standards and Guidelines*.

CONSERVATION STANDARD	PROPOSED INTERVENTION
GENERAL STANDARDS FOR ALL PROJECTS	HERITAGE IMPACT
1. Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable character-defining elements. Do not move a part of a historic place if its current location is a character-defining element.	The proposed overpass will not physically alter the warehouse, which will remain <i>in situ</i> . However, it will block/obscure its intact character-defining elements.
2. Conserve changes to a historic place, which over time, have become character-defining elements in their own right.	N/A
3. Conserve heritage value by adopting an approach calling for minimal intervention.	The proposed overpass will not physically alter the warehouse, though it will impact the building by obscuring the public view of the structure.
4. Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties or by combining features of the same property that never coexisted.	N/A

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5. Find a use for a historic place that requires minimal or no change to its character-defining elements.	There is no proposed change of use for the warehouse.
6. Protect and, if necessary, stabilize a historic place until any subsequent intervention is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbance of archaeological resources, take mitigation measures to limit damage and loss of information.	The structure is currently stable. There are no known archaeological resources.
7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.	The character-defining elements of the warehouse will not be physically altered, however, the overpass will mask many of these elements, which are currently visible.
8. Maintain character-defining elements on an ongoing basis. Repair character-defining element by reinforcing the materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.	There are no proposed upgrades to the warehouse.
9. Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable upon close inspection. Document any intervention for future reference.	Ideally, the overpass would not be constructed in front of the iconic Rogers Sugar warehouse. If executed in this location, the proposed overpass should be designed in a way that minimizes the visual impact to the historic warehouse. The full six storeys of the warehouse are visible today and the current design will impact the lower three, representing the partial concealment of the site's heritage fabric.
ADDITIONAL STANDARDS RELATING TO REHABILITATION	HERITAGE IMPACT
10. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.	N/A
11. Conserve the heritage value and character-defining elements when creating any new additions to a historic place and any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.	Any interventions in front of the historic structure should be visually compatible with, subordinate to and distinguishable from the historic, original fabric of the warehouse.
12. Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.	Any proposed interventions near the historic structure should be reversible, such that the character-defining elements of the warehouse are not physically impaired.
ADDITIONAL STANDARDS RELATING TO RESTORATION	HERITAGE IMPACT
13. Repair rather than replace character-defining elements from the restoration period. Where character-defining elements are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.	N/A
14. Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.	N/A

The following impacts are anticipated for what would be considered the warehouse’s Character-Defining Elements (CDEs) that are visible to the public.

CHARACTER-DEFINING ELEMENTS	HERITAGE IMPACT
Location adjacent to the Port facilities on the south side of Burrard Inlet	The proposed overpass will not impact this CDE.
Industrial form and massing as exemplified by its massive scale, six-storey height and symmetrical façade	The proposed overpass will limit the public appearance of the primary façade, by concealing portions of the lower floors.
Fenestration, including rows of multi-pane windows with curved transoms and brick lintels	The proposed overpass will obscure the public view of many of the windows.

3.6 CONCLUSION

It has been concluded that the proposed overpass in front of the primary façade of the Rogers Sugar warehouse impacts one of Vancouver’s most well-known and admired industrial sites. The public view of the building’s character-defining elements and its historic appearance will be obscured. Mitigation measures to reduce the visual impact of the overpass should be considered in order to better protect the heritage value and appearance of this important piece of Vancouver’s industrial history. The measures should ensure that the overpass, if constructed in front of the building, is compatible with, subordinate to, and distinguishable from the heritage fabric of the warehouse.

4. RESEARCH SUMMARY

PUBLISHED SOURCE

- Schreiner, John. *The Refiners: A Century of BC Sugar*. Vancouver: Douglas & McIntyre Ltd. 1989.
- Waite, Donald. *Vancouver Exposed: A History in Photographs*. Vancouver: Waite Bird Photos. 2010.

PHOTOGRAPHS/MAPS

Archival and contemporary images and maps have been sourced by searching the following collections:

- City of Vancouver Archives
- Vancouver Public Library
- Library and Archives Canada

NEWSPAPER REFERENCES

- *Vancouver Daily World*
- *Vancouver News-Advertiser*