Chapter 11

Heritage Resources
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Appendices

Appendix J Heritage Impact Assessments
11. Heritage Resources

11.1 Introduction

Heritage Resources was selected as an Environmental Component because of the potential for the proposed Project to disturb historic places adjacent to the Project footprint. Project activities that could affect Heritage Resources include ground disturbance, clearing and site preparation, alteration of lands, and construction of structures adjacent to historic buildings.

The PER Application Submission Requirements stipulate the requirement to describe how construction will be managed to avoid adverse effects on Heritage Resources. Potential effects on Heritage Resources was also confirmed to be a key area of review for the PER process by Aboriginal groups and the public during early engagement on the proposed Project. During the Preliminary Comment Period on the scope of technical and environmental studies for the proposed Project, the majority of respondents supported the need to assess how the proposed Project would affect Heritage Resources.

This chapter summarizes the Heritage Impact Assessment (HIA) conducted to determine potential effects of the proposed Project on Heritage Resources (Donald Luxton & Associates 2016a, 2016b; included in this report as Appendix J). That study was conducted in accordance with the Heritage Impact Assessments in British Columbia Terms of Reference (BC MOE 2013) and took into consideration feedback from early engagement. The port authority does not have technical guidelines for assessing effects on historic places from projects that are subject to the PER process.

Some key themes from the Preliminary Comment Period that are reflected in study design include:

- identifying the location of the proposed Project in relation to the original shoreline, river/stream banks, or (historic or current) drinking water sources
- reviewing archaeological, ethnographic, historic, environmental, and geological data and maps, including air photos and hydrological charts

The HIA focussed on determining the potential for direct physical effects on, or changes to, the environment surrounding Ballantyne Pier Shed One, the Rogers Sugar building, and the Mission to Seafarers building. As the Project is anticipated to affect Ballantyne Pier Shed One and the Rogers Sugar building, the HIA pertaining to those two buildings are included in Appendix J.

Work consisted of conducting archival research to identify the history and character-defining elements of the historic buildings included in the assessment.
11.2 Scope of Review

The scope of review of effects on Heritage Resources is listed in Table 11-1, columns in which are:

- **Project Interactions**: Components and activities of the proposed Project that are part of the review and have the potential to interact with Heritage Resources.
- **Potential Effects**: Effects associated with the project interactions that are characterized.
- **Study Area**: The geographic extent within which effects are considered.
- **Indicators**: The existing state of Heritage Resources and the potential change that could occur as a result of project effects.
- **Guidelines and Threshold References**: The thresholds or limits that have been used to characterize any changes to Heritage Resources as a result of project effects.

<table>
<thead>
<tr>
<th>Project Interaction</th>
<th>Potential Effects of the Proposed Project</th>
<th>Study Area</th>
<th>Indicators</th>
<th>Guidelines and Threshold References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction:</td>
<td>Potential for direct physical effects on, or changes to, the environment surrounding Ballantyne Pier Shed One, the Rogers Sugar building, and the Mission to Seafarers building</td>
<td>Historic places that are adjacent to the Project footprint</td>
<td>Physical alteration to historic places and their immediate surroundings</td>
<td>Parks Canada’s Standards and Guidelines for the Conservation of Historic Places in Canada (2010)</td>
</tr>
</tbody>
</table>

11.2.1 Geographical Study Scope

The geographic boundaries for characterizing effects on Heritage Resources (Archaeological and Heritage Resources Study Area) encompass areas within, and immediately adjacent to, the Project footprint (Figure 11-1). Characterization of effects on Heritage Resources considers effects on the heritage value of sites adjacent to the Project footprint.

The geographic scope for historic places is limited to the three historic buildings that were identified as occurring within or adjacent to the Project footprint: Ballantyne Pier Shed One, the Rogers Sugar building, and the Mission to Seafarers building (Figure 11-2).

11.3 Regulatory Standards and Guidelines

Parks Canada’s *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010) provides relevant principles and guidelines for the conservation of buildings, archaeological sites, landscapes, and engineering works.
11.4 Study Methods, Historic Places

Archival records, including photographs, were used to describe the historic development and past use of the buildings included in the heritage assessment (Appendix J). These records were also used to describe the heritage values and character-defining elements of the buildings. The residual effects of the proposed Project on these heritage values were characterized by using Parks Canada’s Standards and Guidelines for the Conservation of Historic Places in Canada (2010). The assessment of each of the buildings is based on the following scope:

- **Ballantyne Pier Shed One**: Potential effects of adapting the current facility into an office building.
- **Rogers Sugar Building**: Potential effects originating from the Centennial Road Overpass.
- **Mission to Seafarers Building**: Potential effects on the building as a result of its location adjacent to the Terminal site.

11.5 Existing Conditions

The Site is located in Vancouver Harbour, a working harbour that has undergone high levels of commercial and industrial port activity since the late 1800s. The harbour has developed significantly over time, and now includes a variety of port, residential, and recreational uses along the shoreline. Almost all of the shoreline has been modified as a result of port developments. The history of development and re-development has resulted in buildings of a mix of ages in the area around the proposed Project.

11.5.1 Ballantyne Pier Shed One

Ballantyne Pier, constructed between 1921 and 1923, is 1,200 ft long and 340 ft wide (366 m by 104 m) and contains four concrete sheds, each 500 ft (152 m) long. Ballantyne Pier was constructed as part of the expanding Vancouver port facilities, renewed due to the improving economy post World War I. The 1920s was 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 trans-shipment 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 World War II until the 1990s, when a new cruise ship processing terminal was constructed on its eastern half. Due to such subsequent change, Ballantyne Pier Shed One is the last remaining early pier building in Vancouver, and the last surviving original portion of Ballantyne Pier, one of the largest industrial sites in Vancouver.

Ballantyne Pier Shed One is listed in category “A” in the Vancouver Heritage Register and is recognized as having city-wide heritage significance, although the City does not have jurisdiction over federal land. The character-defining elements of the building include its key design features, monumental façade, dedicatory plaques, and large multi-paned windows. The heritage value of this historic place relates to its status as an example of the renewal and growth of Port facilities during the interwar period in Vancouver, and it being a significant large-scale engineering project of its time.

11.5.2 Rogers Sugar Building

Sugar refining operations on the site of the Rogers Sugar building date back to 1891, though the building itself was constructed in stages through the 1920s. Today, the Rogers Sugar building is one of the most recognizable industrial buildings in the city. The site is listed in category “A” in the Vancouver Heritage Register and is
recognized as having city-wide heritage significance, although the City does not have jurisdiction over the port authority lands. Heritage character-defining elements of the Rogers Sugar building include its:

- location adjacent to the Port facilities along the south side of Burrard Inlet
- industrial form and massing, as exemplified by its massive scale, six-storey height, and symmetrical façade
- fenestration, including rows of multi-pane windows with curved transoms and brick lintels

The building is currently a refinery facility operated by Lantic.

### 11.5.3 Mission to Seafarers Building

The Mission to Seafarers building was erected in 1905 and is identified as a significant heritage site in Vancouver. The building played a historic role in the development of the city’s industrial port infrastructure, and has aesthetic, cultural, and social values. The building’s cultural significance is closely tied to its association with the development of the lumber industry on Vancouver’s waterfront, including its historic use by the B.C. Mills Timber and Trading Company, Hastings Saw Mill, Vancouver Harbour Commission, and the National Harbours Board. The building’s social significance is tied to its close proximity to Port of Vancouver shipping activities and its association with the international Mission to Seafarers established by the Anglican Church in England in 1855.

The Mission to Seafarers building is listed under category “A” in the Vancouver Heritage Register as a legally defined heritage resource, recognized for its heritage significance throughout the city. Although federal lands are not within the City’s jurisdiction, the City will have interests in the treatment of the building due its heritage status and social significance to the community.

Key heritage-defining characteristics of the Mission to Seafarers building are associated with its location on Vancouver’s waterfront at the north end of Dunlevy Avenue, its longstanding role as the gateway to the port and sawmill, and design elements that characterize the B.C. Mills Timber and Trading Company prefabricated design, including a hipped roof with dormer windows, wrapping veranda, and turned-wood columns.

### 11.6 Potential Project Effects on Historic Places

#### 11.6.1 Ballantyne Pier Shed One

The exterior of the existing Ballantyne Cruise Terminal heritage building, including its brick façade and concrete frame, would be retained, but the building would be stripped of its current internal walls and fittings. The building would require structural and seismic retrofitting works to enable its reuse as the new Container Operations Facility. The existing road network around the Ballantyne building would be removed to make room for the new truck gates.

#### 11.6.2 Rogers Sugar Building

The proposed Project would not physically alter the Rogers Sugar Building, and it would remain in place. The proposed Project would, however, substantially block or obscure many character-defining elements of the building. Specifically, the Centennial Road Overpass would limit the public’s view of the primary façade and many of the windows by concealing major portions of the lower floors. A photo-realistic representation of the view of the Rogers Sugar Building with the Centennial Road Overpass in place is provided in the View and Shade Study.
11.6.2.1 Mission to Seafarers Building

The proposed Project design requires no alteration of the Mission to Seafarers building. While the building is adjacent to the Terminal, that part of the proposed Project would entail only changes to the parking lot adjacent to the building, and not alter the physical context of the building in any way that would affect its historical values.

11.7 Mitigation of Potential Project Effects

To mitigate potential effects of development on Ballantyne Pier Shed One, the character-defining elements of the building will be retained and carefully repaired, as necessary.

No physical alterations of either the Rogers Sugar building or the Mission to Seafarers building are planned and no mitigation measures are applicable.

11.8 Potential Residual Effects

Options to site or design the Centennial Road Overpass in a way that avoids alteration to the public appearance of the primary façade of the Rogers Sugar building were considered, but are not feasible.

11.8.1 Summary of Potential Residual Effects

The mitigation measures and residual effects of the proposed Project on Heritage Resources are summarized in Table 11-2.

<table>
<thead>
<tr>
<th>Potential Adverse Effect</th>
<th>Project Components</th>
<th>Mitigation Measures</th>
<th>Residual Effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>Potential for direct physical effects or changes to the physical context of Ballantyne Pier Shed One, Rogers Sugar building, and the Mission to Seafarers building</td>
<td>Construction and operation of terminal and road overpass</td>
<td>Character-defining elements of Ballantyne Pier Shed One are to be retained and carefully repaired, as necessary</td>
<td>Some views of the lower floors and windows of the Rogers Sugar Building façade would be obscured by the Centennial Road Overpass</td>
</tr>
</tbody>
</table>

No residual effects on either Ballantyne Pier Shed One or the Mission to Seafarers building are anticipated, as:

- The effect of adapting Ballantyne Pier Shed One into office space is limited to interior work, and the structure would be retained and remain in place; the mitigation measure to retain and, if necessary, repair character-defining elements of the building will help to protect the heritage value of this important piece of Vancouver’s industrial history.
- No physical alterations are planned for the Mission to Seafarers building, and changes to adjacent areas within the Terminal site will not alter the physical context of the building in any way that would affect the historical values of the building.

11.8.2 Characterization of Significance of Residual Effects

The residual effect on historic places is limited to alteration of the appearance of the Rogers Building from publicly accessible viewpoints. No physical alteration of the building would occur, but some views of the lower floors and windows would be obscured by the Centennial Road Overpass. The criteria for significance of residual effect of the Project on Heritage Resources are assessed as follows:
Geographic Extent: Localized.

*Magnitude*: Low, limited to the appearance of this building from some viewpoints.

*Duration*: Long-Term, lasting for the life of the overpass.

*Frequency*: Continuous, persisting for the life of the overpass.

*Reversibility*: Reversible if the overpass were to be removed in the future.

*Context*: Moderate Vulnerability, as the proposed Project is broadly consistent with the area surrounding the building, but recent development has already adversely affected the physical context of this and other historic port buildings in this area.

*Likelihood*: Certain, this residual effect will occur on construction of the overpass.

### 11.9 Monitoring and Follow-Up

Project effects on Ballantyne Pier Shed One, the Rogers Sugar building, and the Mission to Seafarers building can be anticipated with reasonable certainty. The low levels of uncertainty mean that no monitoring is needed, apart from construction monitoring, and no follow-up would be required to identify or manage any unexpected effects on these sites.