



To: Parks, Recreation and Cultural Services Committee **Date:** October 25, 2023



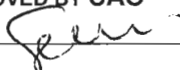
From: Marie Fenwick, Director, Arts, Culture and Heritage Services **File:** 11-7141-01/2023-Vol 01

Re: **Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards**

Staff Recommendations

1. That staff be authorized to submit an application to the Japanese Canadian Legacies Fund for up to \$400,000 for the creation of a Japanese Canadian Boat Builders Display at Britannia Shipyards as described in the report titled “Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards”, dated October 25, 2023, from the Director, Arts, Culture and Heritage Services;
2. That should the funding application be successful, the Chief Administrative Officer and the General Manager, Community Services be authorized to execute the agreement on behalf of the City of Richmond with the Japanese Canadian Legacies Fund;
3. That should the funding application be successful, the Consolidated Five-Year Financial Plan (2023-2027) be amended accordingly; and
4. That should the funding application be successful, the Chief Administrative Officer and General Manager, Community Services be authorized to negotiate the terms of the Sakamoto donation, including the *Crystal S* vessel.

CM Fenwick
 Marie Fenwick
 Director, Arts, Culture and Heritage Services
 (604-276-4288)
 Att. 2

REPORT CONCURRENCE		
ROUTED TO: Intergovernmental Relations & Protocol Unit Finance Department Facility Services & Project Development	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

This report responds to an emerging opportunity that has been brought forward from the community. Steveston resident Bud Sakamoto has offered to donate a collection of fishing industry related items to the City, including his gillnet vessel the *Crystal S*, with the request that these be permanently displayed at Britannia Shipyards National Historic Site. To support this request, Mr. Sakamoto, and a group of community members he has been working with, have identified potential grant funding to which the City may apply, which could cover the costs related to the restoration and display of these items.

This report supports the *Steveston Heritage Sites Interpretive Framework*, endorsed by Parks, Recreation and Community Services Committee on October 24, 2023, which identified the following interpretive goals for the Britannia Shipyards:

- Create authentic and immersive experiences of the daily life of the people who worked in West Coast fishing and boatbuilding;
- Foster greater understanding of the cultural diversity of people that supported West Coast fishing and boatbuilding;
- Encourage discovery of the complex workings of West Coast fishing and boatbuilding industry; and
- Inspire connections to and stewardship of West Coast maritime heritage and the Fraser River.

This report supports Council's Strategic Plan 2022-2026 Focus Area #6 A Vibrant, Resilient and Active Community:

6.5 Enhance and preserve arts and heritage assets in the community.

Analysis

Background

Japanese Canadian Boatbuilding in Steveston

Starting in the 1880s, many of BC's finest fishing boats were built in Nikkei-run boat yards. Their style of construction was clean and workmanship legendary. Japanese Canadian boat builders were innovators, designing boats that were faster, and creating lures and flashers that opened up the sockeye fishery to trolling. The Nikkei fleet was the heart of the salmon industry.

Japanese Canadian boat builders supplied the boats that fed more than 150 canneries dotting the West Coast, including Steveston. By 1919, there were at least 20 Japanese Canadian boat works on the Steveston waterfront. However, this came to an end with the forced internment of Japanese Canadians in 1942. In a matter of hours, the Royal Canadian Navy impounded 1,137 boats. These boats were turned over to the Japanese fishing vessel disposal committee. Some sank, many were re-painted and sold to the canneries or given to the Canadian Admiralty. Nets, fishing gear, and boat works were all sold at rock bottom prices.

The connection to and renown for boatbuilding was so strong that some Japanese boat builders continued their craft from internment camps. In 1949, when Japanese Canadians were able to move freely again in Canada, fishing companies sought out these skilled tradesmen, courting them back to the BC coast. Many, such as the Kishi, Mukai, and Sakamoto families, returned to Steveston and successfully re-established the trade for which they were famous.

The story of these boat builders is central to Steveston's heritage - illustrating the diversity, ingenuity and resiliency of Steveston's community. The importance of this history is highlighted in the Council-endorsed *Steveston Heritage Interpretive Framework* as the sub-story of "the Fishing Fleet" within the larger Fishing story. However, it is only told in small fragments at different locations across Steveston, with elements told at Britannia Shipyards in the Murakami Boatworks and planned for the Richmond Boat Builders building. Given the significance of this story to Steveston, a dedicated display on Japanese boat builders is warranted.

Sharing this story in a fulsome way fits well with Britannia Shipyards' Interpretive Goals and in the Council-endorsed mission for Britannia Shipyards, "Britannia Shipyards National Historic Site preserves West Coast maritime heritage with an emphasis on local wooden boat building traditions and the cultural mosaic and living conditions of the people who worked on the Steveston waterfront. This unique heritage park provides engaging interpretation and innovative programs that respond to changing community needs."

Japanese Canadian Legacies Funding

The Japanese Canadian Legacies Fund (JC Legacies Fund), administered by the Japanese Legacies Society, was set up by the Province of BC to support the implementation of Japanese-Canadian legacy initiatives. Funding is being distributed to support initiatives under the following categories: Monuments; Education; Seniors Health & Wellness; Community & Culture; Heritage; and Anti-racism. Heritage funding is intended to support projects that create permanent spaces where Japanese Canadian heritage is honoured and the public can gather and learn about the history of Japanese Canadians. Specifically, projects should anchor a new perspective on Japanese Canadian heritage and cite the bustling pre-war community that existed.

Following conversations with Steveston community members, including Bud Sakamoto, the Japanese Canadian Legacies Society approved the community of Steveston as eligible to submit a proposal for a BC Heritage Sites grant of up to \$400,000. Preliminary discussions with the Japanese Canadian Legacies Society indicates support for the Steveston community to create a space which honours the experiences of Japanese Canadian boat builders. The deadline to submit this grant is March 1, 2024.

Sakamoto Donation Offer

Richmond fisherman, Bud Sakamoto, has offered to donate a collection of items related to commercial fishing and boat building to the City for public display at Britannia Shipyards. (Attachment 1) Included in the offer is the 37ft. wooden fishing boat, the *Crystal S* with existing cabin fit out and fishing gear. This vessel is a combination gillnetter / troller constructed in Steveston in 1963. In addition to the *Crystal S*, the collection includes:

- Fishing gear, nets and lines;
- Trolling gurdies, davits and block;
- Boat building equipment and tools;

- Boat blue prints and designs;
- Photos and slides of Steveston illustrating fishing and boat building;
- Series of more than 50 paintings illustrating aspects of fishing;
- Videos related to commercial fishing; and
- Documented personal stories of family, fishing, boat building, and Steveston.

Bud Sakamoto's father, Mamoru Sakamoto was building boats in Steveston beginning in the 1930s, having learned special techniques from other Steveston boat builders. In 1950, upon returning to Steveston after the forced internment, Mamoru started his own boat building business (M. Sakamoto Boat Works). During the time he operated this business, he built the *Crystal S* for his own fishing use. Bud Sakamoto helped to build the *Crystal S* and began fishing her as a young man out of Steveston on the Fraser River and as far as Rivers Inlet until 2021. In recent years, she was a regular feature at Scotch Pond. (Attachment 2)

Through her fishing life, the *Crystal S* was exceptionally well maintained but has suffered some deterioration since going into dry storage in 2021 at the Steveston Harbour Authority. Currently, the stern bulwark, the main bulkhead and some of the aft bulkhead are in need of replacement in order to maintain the boat's longevity.

The Sakamoto collection, with the *Crystal S*, is a good illustration of Japanese Canadian boat building and a reflection of Japanese Canadian resiliency. Like other Japanese Canadian residents of Steveston, the Sakamoto family was forcibly removed from their home in 1942 as part of the forced Japanese internment. Their return to Steveston, establishment of a new boat building business and construction of their own fishing vessel after the war, illustrates the commitment to Steveston's fishing industry and, like many Japanese Canadians, their resiliency during a period of great difficulty.

Currently, there are few remaining Japanese-built wooden fishing vessels that illustrate these important stories. In a 2021 report, heritage fishing vessel expert Alan Haig-Brown stated, "the *Crystal S*, is very likely to be the last of this type in such good condition".

Heritage Value of Sakamoto Collection

When considering the acquisition of or investment in historical objects, the following criteria are typically considered to evaluate the heritage value of this object (or group of objects) to the institution acquiring it:

- 1) Fit with interpretive goals
- 2) Quality of craftsmanship and design
- 3) Condition
- 4) Rarity in collection and more broadly
- 5) Display potential

Table 1 below outlines how the Sakamoto collection, and in particular the *Crystal S*, fits with these criteria.

Table 1: Assessment of Heritage Value of Sakamoto Collection

Fit with Britannia Shipyards Interpretive Goals	Craftsmanship and Design	Condition	Rarity	Display Potential	Total (Out of 25)
5	4	3	5	5	22

Scoring Scale = Poor (1) to Excellent (5)

The information in this table is based on:

- available historical documentation of the Sakamoto family and *Crystal S* vessel;
- a contextual heritage analysis conducted by fishing vessel expert, Alan Haig-Brown; and
- a vessel assessment report from a shipwright with wooden boat expertise detailing vessel condition, advice on restoration actions, and high level costing for repairs.

As illustrated in the table, this donation offer has a high heritage value for Steveston, presenting a unique opportunity. The strength of the provenance as well as the rarity of the collection overall make this a significant opportunity for the City.

The stories that could be told through this collection, provide a unique opportunity to demonstrate Japanese Canadian boat building and fishing expertise in a way that compliments and enhances the existing interpretation at Britannia Shipyards. Sharing these personal stories of Steveston’s Japanese boat builders would provide a fuller understanding of the experiences of Japanese Canadians who worked in the fishing industry and the impacts of the forced internment during World War Two, as well as fill a gap in interpretation of the evolution of the construction of fishing vessels and fishing methods.

There is significant support from community members in Steveston to improve upon the interpretation of Japanese boat building history. In particular, community members have expressed support for the City to accept Bud Sakamoto’s donation offer to form the basis for a future display.

In discussions with the Britannia Shipyards National Historic Site Society Board of Directors, board members had mixed views on this donation offer. Some members were supportive, while others had concerns about taking on another vessel instead of prioritizing the care of the vessels currently displayed at Britannia Shipyards.

Restoration and Display Costs

The costs for a display, including the necessary repairs to the *Crystal S*, can be accommodated within the funding amount offered by the JC Legacies Fund. It is anticipated that the City would contribute in-kind support through preparing and administering the grant, project management, volunteer management, processing artefacts, and developing complementary interpretive programming.

To prepare the *Crystal S* for display, repair work would be required. Should the City acquire the vessel, much of the repair work could be done in the Richmond Boat Builders shop by the City’s Shipyard Operations Supervisor as an in-kind contribution. This would have the added benefit to Britannia Shipyards of providing an opportunity for public interpretation and volunteer engagement during the restoration process.

It is anticipated that repair work to the *Crystal S* could take up to two years to complete. To support this, the one-year additional level funding for the Shipyard Operations Supervisor position would need to be renewed for the length of the project. The current annual budget for this position is \$119,328. Should Council support this project, a funding request to extend the term of the Shipyard Operations Supervisor will be brought forward as part of the 2025 budget process.

To support a permanent display interpreting Steveston’s Japanese Canadian boat building stories, an interior display of the *Crystal S* is recommended. Upon completion of the repairs to the vessel, there are potential interior locations for immediate display, such as on the ways in the Britannia Shipyard building.

A permanent display could be accommodated in the Britannia Shipyard building, a future covered display space at Britannia Shipyards, or a combination of spaces at Britannia Shipyards. Should Council approve this report, staff will explore location options as part of the overall development of a display concept to inform an application to the JC Legacies Fund. Should the preferred location be within the Britannia Shipyards it is anticipated that no additional funding will be required. Should the preferred location be in a purpose-built covered shelter, additional funding will be required and staff will report back with this concept and any associated costs prior to moving forward with the application.

Estimated costs associated with a display on Japanese Boat Building and funding sources are listed in Table 2 below.

Table 2: Funding for Display on Japanese Boat Builders

Item	Estimated Cost	Funding Source
Design planning, content development, fabrication and installation for display	Up to \$300,000	JC Legacies grant
Costs for preparing the <i>Crystal S</i> for display (repair materials, moving costs, etc.)	\$100,000	JC Legacies grant and other donations
Project management	In-kind	City of Richmond – Existing Museum and Heritage Services staff
Shipyard Operations Supervisor to lead repairs to <i>Crystal S</i>	In-kind (\$119,328 Annually)	City of Richmond – Existing funding for Shipyard Operations Supervisor for 2024. Will require additional funding for 2025 if approved.
Use of boat building shop	In-kind	City of Richmond – Existing Richmond Boat Builders facility

Item	Estimated Cost	Funding Source
Processing of artefacts	In-kind	City of Richmond – Existing Museum and Heritage Services staff
Development of new programming associated with display	In-kind	City of Richmond – Existing Museum and Heritage Services staff
On-going maintenance for display	Up to \$15,000 a year	City of Richmond – Future additional level request

Next Steps

Should Council approve, staff will work to develop an application from the City to the Japanese Canadian Legacies Fund to support costs related to a display about Japanese Canadian boat builders, including repairs to the *Crystal S*. As part of the development of the application, the concept and location for a future display will be further refined.

Staff will report back to Council once the City has received a decision on the funding application.

Financial Impact

There is no financial impact with the submission of the application.

An additional level request for the Shipyard Operations Supervisor will be brought forward as part of the 2025 budget process.

An on-going additional level request for the operating budget impact (OBI) for maintenance of the new display will be brought forward as part of a future budget process.

Conclusion

The proposed addition of a permanent display interpreting the history of Japanese Canadian boat builders fits well within the mission of the Britannia Shipyards National Historic Site and helps to address a gap in the interpretation of the evolution of West Coast fishing methods and boats identified in the Council-endorsed Steveston Heritage Sites Interpretive Framework.

The Japanese Canadian Legacies Fund offers a unique opportunity to support the interpretation of Steveston’s heritage by providing funding for the development and installation of a permanent

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display about Japanese Canadian boat builders at Britannia Shipyards. This display could feature the *Crystal S* and support costs associated with its repair. Should Council approve, staff will apply for funding from this program to support the creation of a future exhibit at Britannia Shipyards with the *Crystal S* as a feature piece.



Rebecca Clarke
Manager, Museum and Heritage Services
(604-247-8330)

Att. 1: Letter from Bud Sakamoto

Att. 2: Historical Documentation on *Crystal S* provided by Bud Sakamoto

4348 Bonavista Drive
Richmond, BC
V7E 5E5

November 2, 2023

City of Richmond
6911 No. 3 Road
Richmond, BC
V6Y 2C1

To whom it may concern,

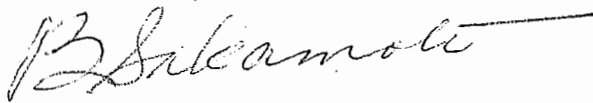
Re: Donation of the Fishing Vessel "Crystal S."

I am writing to confirm my offer of donation of the fishing vessel "Crystal S." and collection of boat building tools and fishing artefacts to the City of Richmond. This donation is being made with the understanding that it would be used as part of a permanent exhibit at the Britannia Shipyards to honour the Japanese contribution to the fishing and boat building industry.

In addition to this donation, I am currently working with other community groups to help fundraise to support this exhibit which would showcase an important part of Richmond's history. The community involvement was critical for the return of the Japanese to Richmond following World War 2 which resulted in the strong Japanese community in Steveston. The Richmond Japanese Canadian community now is now interested in showing support to tell this part of our community's story.

Please feel free to reach out should you have any questions or concerns.

Sincerely,

A handwritten signature in black ink, appearing to read "Bud Sakamoto", with a long horizontal line extending from the end of the signature.

Bud Sakamoto

**The Fishing Vessel
CRYSTAL S**

HISTORICAL DOCUMENTATION

by Bud Sakmoto

CRYSTAL S

Fishing Vessel Description

The "CRYSTAL S" was built in 1963 at M. Sakamoto Boat Works in Steveston B. C. as a combination gillnetter/troller. It was constructed for the shipwright's own use and owned and maintained by Mamoru Sakamoto until he passed away in 2003. The description of the vessel is as follows;

- wood hull (red cedar planks, yellow cedar bulkheads and beams, gumwood trim and oak ribs)
- originally powered by Volvo Penta 67 and repowered in 1987 with Volvo TAMD 61A
- length 37 feet
- width 10 feet, 6 inches
- draft 3 feet, 6 inches
- electronics (Furuno radar, video sounder and Ioran C navigator, Marconi and Unmetrics VHF, CB radio, Bendix Auto Pilot, Bearcat scanner and Sanyo tape and stereo
- propane cook top range and refrigerator
- oil stove for heating

The fishing vessel is insured by Pacific Coast Fishermen's Mutual Marine Insurance Company. It was last inspected in the spring of 2003.



Historical Significance

The "Crystal S" is one of the best maintained wooden fishing vessels on the Fraser River. It is a prime example of a west coast fishing boat designed for gillnetting and trolling and maintained and modified as the industry changed over the past forty years. Because it was owned and maintained by one person who was a boat builder, the quality of care is superb. The design of the "Crystal S" is timeless. Although it is forty years old, it is one of the most photographed and widely known fishing vessels on the B C coast. Moored in Scotch Pond adjacent to Garry Point Park in Steveston it has become one of the popular boats to view by park visitors. As an image of Steveston it appears on several postcards.

Three factors are most important to the longevity of wooden boats. First, the quality of craftsmanship and materials used when the boat is constructed sets the beginning of life and destiny for the boat. Secondly, the boat must have meaningful continuous usage without interruption and lengthy tie-ups. Thirdly, the care and maintenance must be continuously and done by either a professional shipwright or by a skilful person wanting to keep changes within the integrity of the boat design and character and wanting to keep it in good shape. The "Crystal S" is a boat that meets all of the criteria for longevity and is worthy of preservation.

At one time all fishing boats were constructed of wood. Today less than 10% of the small vessels in the fishing fleet are of wood construction. The pride of the west coast fishing boats was made from wood of our forest. It is unlikely that any new fishing boats will ever be constructed with wood again. Preserving the best of what remains of our small boat fleet is a worthy endeavour.



Maintenance Record

The "Crystal S" was launched in 1963 fitted as a gillnetter with provision for trolling. Next year the trolling poles were added and two spool gurdies were installed mainly for in-shore trolling. Between 1964 and 1972 the boat was maintained with only minor changes such as building up the front bulwarks and narrowing the gillnet drum. The first ten years required minimum maintenance outside of annual painting and haul out.

Every year the "Crystal S" has been painted, her zincs have been changed and her bottom checked. After the first fifteen years, the maintenance and improvements increased and are recorded as follows:

- replaced the mast	1980
- repaired the starboard side deck ribs and scuppe	1986
- rebuilt cabin bridge	1987
- repowered with new Volvo TAMD61A (new shaft, cooling pipes and exhaust system)	1888
- replaced mast cross support	1989
- rebuilt stern deck and installed side slush tanks	1990
- rebuilt stern rollers, port side main deck and trim	1991
- installed new wooden gillnet drum and replaced drum drive	1998
- repaired trunk cabin port side	1999
- rebuilt main deck and re-structured hatches	2001

Operational Budget

The existing average operational cost in 2003 dollars is known and is outlined as follows:

1. Maintenance costs

- annual haul out	250.00
- annual maintenance (up keep)	650.00
- insurance (Mutual Marine)	800.00

2. Operating costs	
- moorage	600.00
- net storage	250.00
- fuel, oil and filters	300.00
3. Fishing licence	
- boat (CFV)	710.00
4. Contingency	
- misc. expenses	<u>440.00</u>
5. TOTAL OPERATING COST	\$4000.00

Costs that are not included are expenditures for fishing net and gear replacement, log book, food and other misc. personal expenses.

Fishing history

The "Crystal S" has been involved in the fishing industry continuously since it was built in 1963. During the 1960s and early part of the 1970s the vessel ranged from the Fraser River, Johnstone Straits, Rivers Inlet and up the coast to Camano Sound. From 1975 to 1985 with the semi-retirement of Mamoru, the "Crystal S" worked the mouth of the Fraser River with the assistance of his oldest son.

In 1986 Mamoru retired from the fishing industry and the oldest son took over the operation of the boat. From 1986 to 1990 fishing ranged from Fraser River, San Juan to Rivers Inlet and the Namu area. From 1991 to the present time the "Crystal S" has fished primarily the mouth of the Fraser River.

M Sakamoto Boat Works

M Sakamoto Boat Works was started in spring of 1950 at the foot of No. 2 Road in Steveston when Mamoru returned to the coast from internment in the Okanagan. In the old herring saltery, then owned by Quality Seafoods Limited and Queen Charlotte Fisheries, two boats were hurriedly built for the summer sockeye season. In fall of 1950 a building specifically for boat construction and carriage way were built by Queen Charlotte for M Sakamoto Boat Works. With the expansion of the fishing industry to accommodate the returning Japanese to the west coast, additional dock facilities were built for net racking and for use for the winter dry storage of boats.

Over the next twenty-five years M Sakamoto Boat Works launched sixteen boats ranging in size

from the first two 32 footers in 1950 to the 40 foot packer built in 1964. Learning from his step-father, Mamoru mastered the craft of tight seams and joints and water tight bulkheads. As a result, M Sakamoto Boat Works specialized in live hatches for cod fishing boats. The cutting of uniform square wooden plug systems for water circulation in the live hatches was a task that few shipwrights could carry out. The time and care in the work to insure that the holes were cut and the plugs made to be uniform brought recognition for craftsmanship to the firm.

The boats built after Mamoru's return to the coast in 1950 are as follows:

- | | |
|--------|--|
| - 1950 | Evelyn S
Crystal S |
| - 1951 | Sea Monarch
Sea Eagle II (cod boat) |
| - 1952 | High Price (cod boat)
High Light (cod boat) |
| - 1956 | Elma K |
| - 1958 | Tee S (cod boat) |
| - 1959 | Commancharo |
| - 1960 | Hub City (cod boat) |
| - 1963 | Crystal S (second boat with same name) |
| - 1964 | Glenn & Kieth |
| - 1965 | Mistress (packer/troller) |
| - 1966 | Miss Lin |
| - 1967 | Golden Cruiser |
| - 1969 | Ocean Comet |

In addition to building boats, the boat works completed many major refittings and rebuilding of fishing vessels. Deck replacements, new cabins and wheel houses, extension of sterns, rebuilding of engine beds and refitting for new equipment were some of the work carried out.

After twenty-six years at the south end of No. 2 Road in Steveston, M Sakamoto Boat Works closed in 1976 with the retirement of proprietor, Mamoru Sakamoto.

Brief Biography of Mamoru Sakamoto

Born in Wakayama Japan in 1913, Mamoru Sakamoto came to Canada at the age of 8 with his mother in 1921. When he was an infant his father was lost at sea in a marine accident. His mother remarried and moved to Canada. His step-father was his father's brother, or his uncle, who had immigrated to Canada sometime between 1910 and 1915, and as a shipwright he had established a boat building business in Steveston.

Arriving in Canada, Mamoru did not know a word of english. Starting school he was placed in grade 1 where he was the biggest kid in his class. English classes for New Canadians did not exist in those days nor did Orientals have citizenship. Having difficulties with school and being teased by classmates, he dropped out of school at fourteen. He started fishing for the summer season and working for his stepfather during winter months. From a kind neighbour he learned how to fish the river and from his step father he acquired the craftsmanship of boat building. Although he lacked formal educational, he understood engineering and business principles and learned quickly. Soon he was an expert with the Easthope, one of the popular engines being installed in the fishing boats in the late 1920's and forged many business relationships.

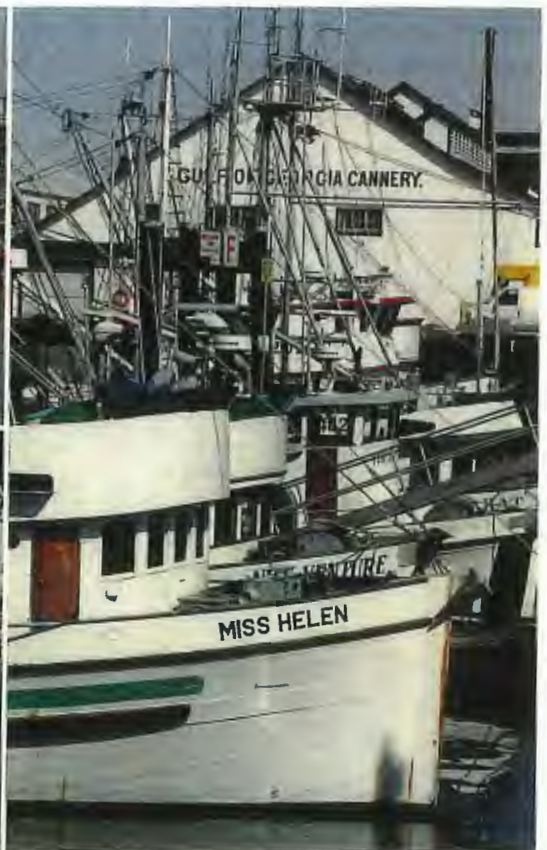


At evening classes, which were organized by the Japanese boat builders in Steveston to teach boat design and drafting, Mamoru learned the technical skills for designing the boats he built. Every boat that he built is unique and is built to the owner's specific requirements. The most noticeable difference is the cabins of the boat where the height was determined to suit the height of the owner. Also, the draft of the boats was altered to suit the specification of the engine and the size of the propeller. Thus every boat is different in its look and performance.

The total number of boats built prior to the Second World War is not known. It is estimated to be somewhere between 50 and 100 boats. All the boats were less than forty feet and because they were small and simply finished, one boat could be finished within a month.

During the period of evacuation in Vernon, Mamoru worked at the Coldstream Ranch as the head maintenance carpenter. There, he also designed and built several small clinker-built pleasure boats for the ranch manager for use on Kalamalka Lake.

Upon returning to Steveston in 1950 Mamoru started his boat building business at the foot of No. 2 Road and remained there until he retired in 1976. He established a reputation for building high quality boats with satisfied owners.



SCOTCH POND

STEVESTON, B.C.