



# City of Richmond

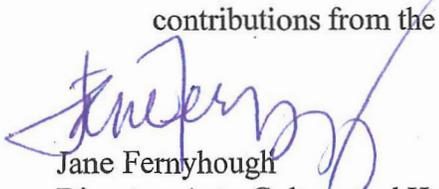
## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee  
**From:** Jane Fernyhough, Director, Arts, Culture and Heritage Services  
**Re:** Nikkei Memorial Public Art Project Terms of Reference

**Date:** July 7, 2017  
**File:** 11-7000-09-20-238/Vol 01

### Staff Recommendation

1. That the staff report titled, "Nikkei Memorial Public Art Project Terms of Reference," dated July 7, 2017, from the Director, Arts, Culture and Heritage Services, to implement the Nikkei Memorial Public Art Project, be endorsed;
2. That \$300,000 be allocated to commission a Nikkei Memorial public artwork from the Council Provision; and
3. That the City's Five-Year Financial Plan (2017-2021) be amended to include the \$320,000 additional expenditure funded by the Council Provision for \$300,000 and contributions from the Nikkei Memorial Committee for \$20,000.

  
 Jane Fernyhough  
 Director, Arts, Culture and Heritage Services  
 (604-276-4288)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department Parks Services	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: CJ	APPROVED BY CAO (CAO USE) 

## Staff Report

### Origin

At the Parks, Recreation and Cultural Services Committee meeting held April 25, 2017, a letter was received from the Steveston Japanese Cultural Centre (Attachment 1), noting that 2017 marks the 75th anniversary of the internment of Richmond residents of Japanese descent. Discussion ensued with regard to establishing a memorial to commemorate the internment of Richmond residents of Japanese descent in the city.

As a result of the discussion, the following referral motion was introduced:

- (1) *That the letter from the Steveston Cultural Centre regarding the Nikkei Memorial Project be referred to staff; and*
- (2) *That staff examine funding options for the Nikkei Memorial Project and report back to the General Purposes Committee.*

At the Parks, Recreation and Cultural Services Committee meeting held April 25, 2017, Kelvin Higo, representing the Steveston Japanese Canadian Cultural Centre, spoke on the proposed Nikkei Memorial Project to develop a memorial to Nikkei pioneers and the removal of Japanese Canadians from Steveston, noting that the memorial is proposed for Steveston Community Park and that there is broad community support for the proposed project.

Discussion ensued with regard to:

- (i) the historical context for the proposed memorial;
- (ii) potential concepts for the proposed memorial;
- (iii) the process to select an artist; and
- (iv) the City's potential contribution towards the proposed memorial.

In reply to queries to Committee, Mr. Higo noted that estimated costs for the proposed memorial are approximately \$300,000.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

*2.1. Strong neighbourhoods.*

*2.4. Vibrant arts, culture and heritage opportunities.*

This report brings forward terms of reference and funding options for establishing a memorial to commemorate the internment of Richmond residents of Japanese descent in the city, including funding options.

## **Analysis**

### The Historical Context for the Proposed Memorial

Canadians of Japanese descent have been fundamental in the development and growth of Steveston. In the early 20th century, Steveston became home to a vibrant Japanese Canadian (Nikkei) culture, which included the Steveston Japanese School, the Japanese Hospital, boat works, kendo club and the significant wooden boat fishing fleet.

In December 1941, following the declaration of war by Canada on Japan and subsequent impoundment of fishing boats owned by Japanese Canadians and the enactment of the coastal exclusion zone for “enemy aliens,” the Japanese Canadian residents of Steveston, approximately 2,000 people, were relocated to internment camps in the BC interior. It was not until 1949 that Japanese Canadians regained their full rights of Canadian citizenship and were allowed to return to Steveston.

### Potential Concepts for the Proposed Memorial

The Steveston Japanese Canadian Cultural Centre Nikkei Memorial Committee has identified themes for a suitable memorial to the Nikkei pioneers. These include:

- Commemoration of the resilience, perseverance and community building of the first, second and third generations of Nikkei.
- A memorial to these Nikkei pioneers in surmounting the injustice and racism they suffered during WWII.
- The return after internment to Steveston to become contributing members of society.

The Nikkei Memorial Committee is open to a variety of artistic expressions that can address these themes in an artwork that is durable, memorable and educational. It is proposed that an artist will be selected to engage with the Nikkei Memorial Committee to develop a concept proposal that addresses their aspirations for this significant project.

The location proposed for the memorial is in the vicinity of the Steveston Tram Building, the departure point for many of the interned Japanese Canadians. The Parks Department will be consulted on the site location.

### The Process to Select an Artist

Staff have met with the Nikkei Memorial Committee to review the project selection process including roles and responsibilities. The artist for the Nikkei Memorial will be selected in accordance with the Richmond Public Art Program Policy. Terms of Reference for the artist selection process are provided in Attachment 2. The Terms of Reference were reviewed by the Public Art Advisory Committee on June 13, 2017 and have been endorsed.

### Funding Considerations

The Steveston Japanese Canadian Cultural Centre Nikkei Memorial Committee is requesting City funding for this project to supplement donations to be solicited by the Committee. The estimated project cost to commission, fabricate and install an appropriate memorial is \$350,000.

Under the Richmond Public Art Program Administrative Guidelines, donations of artworks to the City require that the sponsor fund the project with little or no reliance on funding from the Public Art Program. This is to ensure that artworks accepted by the City are commissioned in a public and transparent process, where all community organizations have an equal opportunity to apply for funding from the Public Art Program Reserve. In the past, Council has approved several significant memorials and donation projects in Richmond. These have been supported with financial assistance from Council Contingency and Provision Accounts and the Public Art Program.

The following table summarizes artwork donations and memorials in the City of Richmond collection:

Donation	Year	Sponsors	Budget	City Contribution
Steveston Fishermen's Memorial	1996	City of Richmond, The BC 21 Fund - Province of British Columbia, Steveston Community Society	\$150,000	Site preparation by the City
Japanese-Canadian Fishermen's Memorial, "Wind"	2002	City of Richmond, 32 corporate sponsors, 223 individual sponsors, Japanese Canadian National Museum, Wakayama Kenjin-Kai	\$105,000	\$10,000 Public Art Reserve Fund
Minoru Horse	2009	The Maureen and Milan Ilich Foundation	\$150,000	Site preparation and unveiling event by the City
Steveston's Legacy	2009	Steveston Community Society, Steveston High School Alumni Association, BC 150 Fund - Province of British Columbia, City of Richmond, CUPE 394 Richmond, Steveston Harbour Authority, Department of Fisheries and Oceans, Parks Canada, The Greczmiel Family, Rotary Club of Steveston, Gulf of Georgia Cannery Society	\$250,000	\$50,000 Public Art Reserve Fund
Nikkei Stories	2015	Orbit Films Inc.	\$125,000	\$75,000 Council Contingency and Provision Accounts
The Gathering	2017	Rhonda Wepler, 2016 Branscombe House Artist-in-Residence	\$20,000	Less than \$1,000 for installation, Public Art Reserve Fund

Staff recommend that the Public Art Program allocate \$30,000 for the selection process and development of the concept proposal. The concept proposal would be invaluable in support of fundraising for the memorial project. It is recommended that the \$300,000 cost of detailed design, fabrication and installation of the memorial be funded from the Council Provision for this significant and unique civic project.

The Steveston Japanese Canadian Cultural Centre Nikkei Memorial Committee could commit to raise a minimum of \$20,000. These funds will be used for project contingency with unused funds dedicated to an ongoing educational program in support of the Nikkei Memorial. Donations raised by the Steveston Japanese Canadian Cultural Centre Nikkei Memorial Committee will be deposited to a dedicated City account and the City will issue tax receipts for these individual donations. Should the Steveston Japanese Canadian Cultural Centre Nikkei Memorial Committee not raise the proposed \$20,000 towards the project, either the educational program would be reduced or the project scope revised to be inline with the overall available budget.

The following table summarizes the project costs by phase and proposed funding sources.

Project Phase	Budget	Funding Source
Artist selection process	\$5,000	City (Public Art Program)
Concept design phase	\$25,000	City (Public Art Program)
Detailed design, fabrication and installation	\$300,000	City (Council Provision)
Project Contingency and Education Program	\$20,000	Nikkei Memorial Committee Donations
<b>Total Estimated Project Cost</b>	<b>\$350,000</b>	

### Next Steps

Should Council endorse the funding and implementation of the Nikkei Memorial Public Art Project Terms of Reference, staff will work with the Steveston Japanese Canadian Cultural Centre (SJCCC) Nikkei Memorial Committee to finalize and issue a call to artists for the project and proceed with the artist selection and development of a concept proposal. If the final concept proposal is endorsed by the SJCCC and approved by the City, the artist will be authorized to proceed with detailed design, fabrication and installation, as outlined in the Nikkei Memorial Public Art Project Terms of Reference (Attachment 2).

### **Financial Impact**

The total budget for the Nikkei Memorial is \$350,000. For this project, \$30,000 is funded by the Public Art Program from existing funds in the approved 2017 Public Art Capital Project, and \$300,000 from the Council Provision. An estimated \$20,000 will be raised through donations by the Steveston Japanese Canadian Cultural Centre Nikkei Memorial Committee. The Five-Year Financial Plan (2017-2021) will be amended to include the \$320,000 additional expenditure funded by the Council Provision for \$300,000 and contributions from the Nikkei Memorial Committee for \$20,000. The ongoing maintenance for this memorial would be the responsibility of the Public Art Program, from existing funds set aside for maintenance.

### **Conclusion**

The Nikkei Memorial Public Art Project provides an opportunity to create a meaningful public memorial to acknowledge the Japanese Canadian departure from Steveston and the period of internment. A major memorial located adjacent to the Steveston Tram Building in Steveston Park, the departure and return point for many interned Nikkei, will be a lasting legacy to the spirit and resilience of the Nikkei pioneers.



Eric Fiss  
Public Art Planner  
(604-247-4612)

- Att. 1: Letter from the Steveston Japanese Canadian Cultural Centre received April 25, 2017  
2: Nikkei Memorial Public Art Project Terms of Reference

Schedule 3 to the Minutes of the  
Parks, Recreation & Cultural  
Services Committee meeting of  
Richmond City Council held on  
Tuesday, April 25, 2017.



**STEVESTON**  
**CULTURAL CENTRE**

May 24, 2017

To: Parks, Recreation and Cultural Services Committee

From: Steveston Japanese Canadian Cultural Centre  
Advisory Committee/Nikkei Memorial Project Committee

Re: Nikkei Memorial Project

2017 marks the 75<sup>th</sup> anniversary of one of the most significant events in Richmond history. In April 1942 over 2500 Richmond residents of Japanese ancestry were removed from Steveston/Richmond and relocated a minimum of 100 miles from the B.C. Coast.

Most of these residents departed via train at the Steveston tram station and headed for Hastings Park for eventual relocation to internment camps in Tashme, New Denver, Slocan, Greenwood, Sandon and Kaslo to name a few. Others relocated to "self supporting centers" such as Bridge River, East Lillooet and McGillivray Falls near Tashme.

Families, wanting to remain together, relocated to Alberta and Manitoba to work in the sugar beet farms while others moved to other Provinces .

Some were deemed to be a threat and were imprisoned in POW Camps in Ontario despite the fact that many were born at the Japanese Fisherman's hospital in Steveston.

Approximately 21,000 Japanese Canadians were eventually evacuated from other towns and cities along the Coast.

Life continued for these exiled Japanese Canadians over the next seven years and their philosophy can sometimes be reflected in the Japanese phrase "shikata ga nai" or "It cannot be helped".

In April 1949, the Canadian government finally agreed to allow the Japanese Canadians the right to return to the West Coast. Prior to that, upon the war ending, the Japanese Canadians were given the choice of returning to Japan, or remaining east of the Rockies.

Though not all of the Steveston Japanese Canadian residents returned, approximately a third of the 2500 previous residents eventually came back.

Today we find a thriving community that is a shining example of Canada's multicultural policy. Currently in Richmond we express concerns about the issues raised by our cultural diversity, yet I suggest that you only have to look to Steveston and see how different ethnic groups can come together to build a community.

Philosopher, George Santayana is quoted as saying "those who cannot remember the past are condemned to repeat it." By the construction of memorials such as the one being proposed, and the constant diligence against discrimination and xenophobia we strive to ensure that injustice such as perpetuated on the Japanese Canadian community is never repeated. Unfortunately we see racism and xenophobia raising its ugly head in the United States with the thinly veiled "Muslim ban" and the proposed "Muslim registry" and we feel our memorial project is timely.

Though our parents and grandparents suffered prejudice and injustice, they returned and began immediately to contribute to the community. The separate Japanese Canadian and Caucasian United Church congregations voted in 1953 to come together as one congregation and became the first integrated United Church in Canada. In 1955, the Japanese Canadian community joined together with the rest of the community to build a community center. \$15,000 was donated to the building fund in exchange for a room to be designated for use by the judo club and the kendo club could utilize the gymnasium. In the minutes of the February 14, 1955 Steveston Community Society minutes, it is recorded that "... the JCCA (Japanese Canadian Citizens Association) had approximately \$15,000 and wished to build a hall. But rather than build a small one of their own they were interested in joining with the Community Society in their endeavor toward a community center." At the April 11, 1955 Society meeting, it was reported that the JCCA had agreed to combine their trust account with the Society's for the purpose of building the Steveston Community Center.

This initial collaboration led to the future construction of the Steveston Martial Arts Center in 1972 that at the time was the first purpose built dojo outside of Japan and later in 1992 the Steveston Japanese Canadian Cultural Center was erected to provide a venue to promote the history, culture and tradition of the Japanese Canadian community. This year we celebrate the 25<sup>th</sup> anniversary of this building and in 5 more years we recognize the 50<sup>th</sup> anniversary of the Martial Arts Center.

Other examples of the imprint made by these Japanese Canadian pioneers and their descendents include the Steveston Buddhist Temple, Kuno Gardens, Maple Residence plaza (commemorating the site of the first Japanese Fisherman's hospital) and the Nikkei Fisherman's statue near Britannia Shipyards (recognizing the contribution of the Nikkei fishermen to the fishing industry). The City has also contributed on many of projects as well, specifically the development of Murakami House, the Japanese gardens and suikinkutsu next to Steveston Museum, the

refurbishing of the Nikkei Fisherman's building and the "Nikkei Stories of Steveston" video series.

It is not enough to state that our parents, grandparents and in some instances great-grandparents that came before us laid the foundation for the success of the subsequent generations and that we owe a debt of gratitude to these pioneers. Their story not only encompasses the last eight decades but goes further back in history to the late 1800's and early 1900's when the Nikkei built the first school for the Japanese Canadian children as they were denied access to the public school system because their parents were not property owners. The first permanent hospital using the principle of "socialized medicine" was also built in Steveston by the Nikkei community and was open to anyone in the community regardless of race or religion.

To commemorate the resilience, perseverance and community building of the first (Issei), second (Nisei) and third (Sansei) generations of Japanese Canadians (Nikkei) we ask for the approval and support of City Council to build an appropriate memorial to these Nikkei pioneers in surmounting the injustice and racism they suffered during WWII but more importantly their return to Steveston to become contributing members of society.

If we receive Council's approval to proceed it is our intent to put out an "artists call" for design submissions that reflect the vision for a suitable memorial. We have already been in discussion with City staff regarding the process required to initiate this call-out and will work closely with staff during this process.

Maya Lin, designer of the Vietnam War Memorial Wall, is quoted "To me, memorials represent a stepping-off point. We cannot do anything about what has already been lost, but can we learn enough from the past to rethink a different and better future."

We feel that this is what our elders thought when they returned to Richmond and through their actions and deeds, showed that they did "rethink a different and better future."

We anticipate that the budget for our project will be in the range of \$300,000 based on the discussions with sculptor Norm Williams creator of the "Steveston Legacy" in front of the Gulf of Georgia Historic Cannery.

We request that City Council assist us by making an initial contribution towards this project so that we can immediately commission this memorial. We anticipate that whomever is commissioned for this project will need a minimum of one year to complete the design and construction phases and this will allow the community the time to complete its fundraising activities.

If approved, our committee will regularly report back to Committee and Council on our progress

Previous City Councils have collaborated with us on many projects in the past but we think this project will be the most significant as it will be a symbol against racism and xenophobia and recognizes the unfailing "human spirit" of our citizens. It will also recognize the fulfillment of the Canadian multicultural policy and stand as a testament of one group of Canadians to persevere to become a part of the Canadian mosaic.

We will also be submitting letters from the non-profit groups in Steveston representing the community support for this project and confirms our commitment to a transparent and engaged community process.

Respectfully submitted

Kelvin Higo  
Chair  
Steveston Japanese Canadian Cultural Center  
Advisory/Nikkei Memorial Committee

Members:

Bud Sakamoto	Dan Nomura	Don Mukai
Shioko Mukai	Roy Matsuyama	Julie Matsuyama

## **Nikkei Memorial Public Art Project Terms of Reference**

### **1. Project Background**

- a) April 2017 marks the 75th anniversary of the relocation of Japanese Canadians from Steveston and Richmond.
- b) In 1942, more than 2,500 Richmond residents of Japanese ancestry were evacuated 100 miles from the coast of B.C. They left the community primarily from the Steveston Interurban Tram Station and began to return to the community in 1949.

### **2. Project Vision**

- a) A memorial to Nikkei pioneers and to recognize the removal, but more importantly, the return of Japanese Canadian Steveston residents to become contributing members to the development of Steveston through their community building initiatives.
- b) Artwork is expected to be a realistic and representational sculpture (though not necessarily including human figures) with a strong symbolic and emotionally resonant theme, and must be durable, timeless, impactful and memorable.
- c) Artwork to promote cultural community development in Steveston and stand as a symbol against racism and xenophobia.
- d) Creation of a legacy educational program by the Steveston Japanese Canadian Cultural to promote the Project Vision and supplement the artwork.

### **3. Stakeholders and Interested Parties**

- a) Steveston Japanese Canadian Cultural Centre (SJCCC) Advisory Committee
- b) Steveston community (and greater Richmond)
- c) City of Richmond Public Art Program
- d) Richmond City Council

### **4. Location**

- a) Steveston Community Park adjacent to the Steveston Tram Building

### **5. Budget:**

- a) Total budget: \$350,000
- b) Start-up and administration of selection process (panel and artist fees): \$5,000
- c) Concept Design phase: \$25,000
- d) Implementation (detailed design, fabrication and installation): \$300,000
- e) Contingency: \$20,000
- f) Unveiling and educational programming: Funded from unspent contingency and additional donations

## **6. Project Funding**

- a) Richmond Public Art Program – start-up funding for community engagement and Concept Proposal development
- b) Richmond Council Provision – primary funding for fabrication and installation
- c) Steveston Japanese Canadian Cultural Centre – donations to fabrication and support of a public education program. Donations to a dedicated City account with tax receipts to donors issued by the City.

## **7. Roles and Responsibilities**

- a) Steveston Japanese Canadian Cultural Centre (SJCCC) – project initiator, primary stakeholder and responsible for providing endorsement to City of Concept Proposal and Detailed Design
- b) Steveston Japanese Canadian Community – to provide cultural context for artist
- c) Artist – to develop concept proposal in consultation with stakeholders
- d) City of Richmond Public Art Program – administration and coordination
- e) Richmond Public Art Advisory Committee – project review and guidance
- f) Richmond City Council – authorization of project and approval of funding sources

## **8. Selection Panel Composition for Selection of Artist**

- a) One representative from the Steveston Japanese Canadian Cultural Centre (SJCCC)
- b) Two local residents from the Steveston Japanese Canadian community
- c) Two additional Richmond artists or art professionals (to be endorsed by SJCCC)

## **9. Timing/Schedule**

- a) June 2017                      Staff develops Terms of Reference with advice from RPAAC
- b) July 2017                      Council authorization to proceed with project
- c) Aug 2017                      Invitational Artist Selection Process starts
- d) Sept 2017                      Artist contracted to begin public engagement to develop Concept
- e) Dec 2017                      Stakeholder endorsement and City approval of Concept Proposal
- f) Jan—May 2018              Detailed design and fabrication
- g) Jun 2018                      Installation
- h) July 2018                      Unveiling and launch of educational program

## **10. Scope of Work**

### **a) Phase 1: Artist Selection**

- i) An Invitational Selection Process will be used to select and engage an Artist to develop a Concept Proposal and, upon Stakeholder endorsement and City approval, fabrication and installation of the artwork.
- ii) Selection Panel and Public Art Program staff research and establish a list of pre-qualified Canadian sculptors to be invited to submit an expression of interest, including:
  - (1) Qualifications (Resume, examples of past work, references)
  - (2) Statement of Interest
  - (3) Approach to community engagement
- iii) Selection Panel reviews expressions of interest and invites 3 to 5 artists for interviews. Artist selection criteria to include the following:
  - (1) Qualifications demonstrated by creativity, quality and skill of previous work.
  - (2) Potential for making engaging artwork, suitable for multiple audiences.
  - (3) Understanding of the relevance of the site and its histories.
  - (4) Capacity to work with other design professionals and the community.
- iv) Selection Panel recommends one artist for the commission

### **b) Phase 2: Execution of Contract between City and Artist**

### **c) Phase 3: Concept Proposal**

- i) City staff, SJCCC and community stakeholders provide an orientation for the Artist on the community cultural context of the Steveston Nikkei community and the project vision and goals.
- ii) Artist holds additional meetings to engage with the SJCCC and the community to discuss intentions of the project, background context, additional research, solicit ideas from the community and discuss the Artist's approach to developing the Concept Proposal.
- iii) Artist develops one or more Concept Proposals for SJCCC review and feedback.
- iv) Based on feedback and endorsement from the SJCCC, the City will either authorize the artist to prepare alternative Concept Proposal(s), make revisions to the presented Concept Proposal(s) or proceed to developing a Preferred Concept Proposal.
- v) Based on feedback and support from the SJCCC, the City will either accept the Preferred Concept Proposal or request the Artist to make revision to the Preferred Concept Proposal. Repeat this step to arrive at a Final Preferred Concept Proposal that is endorsed by the SJCCC and City staff including a preliminary budget, a schedule for completion, concept design drawings and/or a maquette suitable for public display, a preliminary list of materials and an outline of maintenance requirements.