

Enhancing Neighbourhood Design at the Former Kapyong Barracks Through the Representation of Cultural History

by
Stephanie Whitehouse

A Practicum submitted to the Faculty of Graduate Studies of
The University of Manitoba
in partial fulfilment of the requirements of the degree of

MASTERS OF CITY PLANNING

Department of City Planning
University of Manitoba
Winnipeg

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FACULTY OF GRADUATE STUDIES

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Enhancing neighbourhood design at the former Kapyong Barracks through the representation of cultural arts

A PRACTICUM SUBMITTED TO THE FACULTY
OF GRADUATE STUDIES, UNIVERSITY OF MANITOBA
in partial fulfillment of the requirements for the degree of Masters of City Planning
BY STEPHANIE WHITEHOUSE, June 2009

COVER IMAGE
Military parade
on Main Street
near McDermot
Avenue, circa
1915.
Military 10.
N25539.
*Figure used
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Manitoba (2009)*

BACK IMAGE:
Kapyong Barracks
Winnipeg.
*Orthomap used
with permission
from Atlis
Geomatics (2009).*

INSET IMAGE
76th Battery,
Canadian
Field Artillery.
Military-
Canadian Field
Artillery 2. N714.
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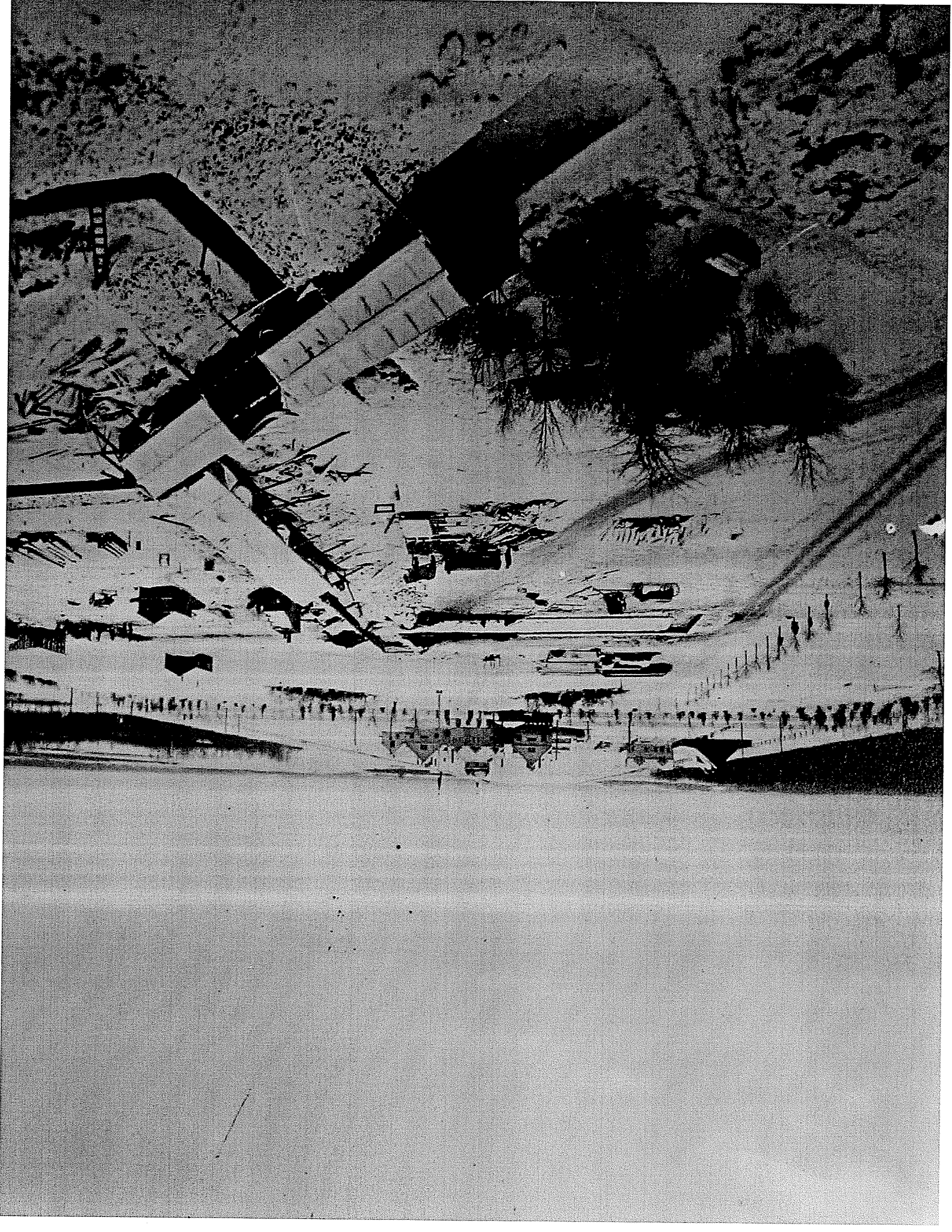
Community feedback has been the most valuable and rewarding part of this process and I am grateful to all those who met with me to discuss this project, in particular the members of the Canadian Military for whom I have great respect.

My friend Marcella—I am so pleased that we were peers. My family has been incredibly supportive and have listened to me whinge for a few years now about this process.

Darren you have been quite simply excellent.

Thank you.

Dedicated to the memory of my Granddad Eric Carr who served with the Royal Air Force during the Second World War and who shared his war stories with me though I was then too young to appreciate what he had endured.



Abstract



The former Kapyong Barracks site awaits transformation from a military base into a neighbourhood. In June 2004, the soldiers from Second Battalion, Princess Patricia's Canadian Light Infantry said farewell to the site they had called home for more than thirty years. While new development is generally perceived as beginning with a "blank slate", the Kapyong site is a redevelopment project. Its slate is not blank. This presents a unique opportunity to build on existing qualities of place.

The cultural history of the site is a distinguishing attribute and an asset worth preserving in redevelopment. For the military community who have had a presence in Winnipeg for over a hundred years, the former barracks carries cultural meaning and memory. For the City of Winnipeg, the site is historically part of a long line of military barracks that dates back to the first years of the city's establishment.

In the redevelopment of this site the preservation of history presents an opportunity for the Kapyong neighbourhood to maintain a meaningful identity. This distinct regional identity can serve to instill a sense of place and pride of belonging for those who will be its future residents. Acknowledging the cultural history through the detail of design features can enable the new neighbourhood development to become a cherished place through respectful and creative planning.

This practicum provides design direction for the inclusion of legacy features at the former Kapyong Barracks in Winnipeg. It explores ways in which planning, development and design can tend to a place identity and facilitate the emergence of an engaging neighbourhood environment. Many elements and attributes support the experience of a place. This research examines one aspect in the making of a place, the preservation and incorporation of cultural history in neighbourhood design.

LEFT Construction at Fort Osborne Barracks (Tuxedo Site). January 18, 1919. Foote 2348. N2992. *Figure used with permission from Archives of Manitoba (2009)*

ABOVE Abandoned military training course at the former Kapyong Barracks.
© Stephanie Whitehouse (2009)

Table of contents

| | | |
|-----------|---|-----|
| | ABSTRACT | v |
| SECTION 1 | INTRODUCTION | 3 |
| 1.1 | Research Problem | 6 |
| 1.2 | Statement of Purpose | 7 |
| 1.3 | Statement of Objectives | 8 |
| 1.4 | Significance of Research | 10 |
| 1.5 | Study Approach | 11 |
| 1.6 | Limitations | 13 |
| 1.7 | Organization of Practicum | 14 |
| SECTION 2 | LITERATURE REVIEW | 18 |
| SECTION 3 | RESEARCH METHODS & FINDINGS | 37 |
| 3.1 | Site Characteristics | 41 |
| 3.2 | Archival Research | 61 |
| 3.3 | Community Consultation | 77 |
| 3.4 | CLC Legacy Design Precedents | 103 |
| SECTION 4 | RECOMMENDATIONS | 124 |
| 4.1 | Start from the beginning and tell the whole story | 128 |
| 4.2 | Incorporate location specific recognition | 129 |
| 4.3 | Create legacy pathways, community connections | 132 |
| 4.4 | Preserve, adapt & reuse | 134 |
| 4.5 | Cultivate opportunities for interaction and education | 136 |
| 4.6 | Customize | 138 |
| 4.7 | Include natural & regional perspectives | 139 |
| 4.8 | Use CLC leaf strategically | 140 |
| 4.9 | Include the military community in the design process | 141 |
| 4.10 | Plan for long-term preservation | 143 |
| | List of Figures | 145 |
| | References | 149 |
| | Appendices | 153 |

“Each place occurs only once.”

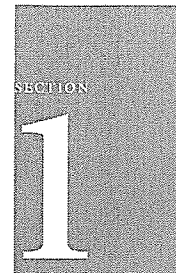
LH Schneekloth & RG Shibley, PLACEMAKING: THE ART AND PRACTICE OF BUILDING COMMUNITIES, 1995

Introduction

SECTION

1





Introduction

Neighbourhood design has a direct impact on the way people occupy places. Design influences the awareness and subsequent actions of people in places (Ziesel, 2006). At essence, design is a decision making process that seeks out the most appropriate solutions to achieve a predetermined response. All design, from product design, to communication design, to neighbourhood design, is dependent on the end user to determine its ultimate success.

There are many success and failure stories documented on neighbourhood design. From Ebenezer Howard's still emulated "Garden City" design, to the public housing projects of the 1950s and 1960s, to the developments inspired by the Charter for New Urbanism, design approaches have responded to the perceived needs of their intended users. Design has at times failed miserably to understand end user needs, as in the case of most public housing projects. This historical blunder was in large part a failure of the planning, design and development processes to include end users. These monotonous, unappealing developments devastated the existing community and cultural connections that had been made, destroying elements of place that had enriched the lives of the citizens who lived there. Planners and designers have learned from the stories of the past. By the year 2009 it is recognized that what end users need is to be included in the creation of the places in which they are invested. It is understood that great places are in large part made in the ongoing every day activities of the people that engage in those spaces.

To recognize the significance of every day activities and people in places is to respect that a place holds meaning for its users. "Place is a mental construct of the temporal-spatial experience as the individual ascribes meaning to settings, through environmental

LEFT Abandoned
2 PPCLI Sergeants
Single Quarters
building at former
Kapyong Barracks,
June 2008.
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perception and cognition” (Motloch, 2001. 242). In *Out of Place: Restoring Identity to the Regional Landscape*, Michael Hough examines the role of design in the creation of both place and ‘placelessness.’ As he describes, each place has “markers, reference points, boundaries, and other symbols of everyday experience” that signify meaning (Hough, 1996. 18). It is the significance of these details that articulate the unique identity of places and that engage us in them.

Urban design involves the management of the perceptions and the subsequent actions of those who use the place designed (Motloch, 2001). While a purely aesthetic approach to urban design focuses on the physical aspects alone, devoid of meaning these features are relegated to ornamentation and subject to the whims of fashion. A strictly ornamental approach to design results in what Hough refers to as a place amnesia or ‘placelessness’—the design of generic environments that hold little significance to the users. In order to avoid placelessness, a place identity must be cultivated. Tending to a place identity can facilitate with the emergence of a place that is engaging to its multiple users.

Representing historical perspectives in neighbourhood development avoids place amnesia. The recognition of history in the ongoing evolution of cities “lies at the heart of maintaining a link with the past and with a place’s identity” (Hough, 1990. 177). In *The Power of Place: Urban Landscapes as Public History*, Dolores Hayden explains that “identity is intimately tied to memory: both our personal memories (where we have come from and where we have dwelt) and the collective or social memories interconnected with the histories of our families, neighbors, fellow workers, and ethnic communities” (Hayden, 1995. 9). Representing history as part of a place identity can humanize the built environment for its users by acknowledging that people participate in making the city every day (Hayden, 1995).

The inclusion of “culture” in the research on place history is an important distinction. Culture identifies a broad and diverse range of collective activities. It is both tangible and intangible in nature. Culture is a pattern of activity grounded in a local environment that informs and enriches the experiences of life for its participants. The inclusion of “culture” in a discussion about a place history recognizes that there is never just one history of place but always multiple, diverse and valuable experiences of place that exist. Researching

history tells us about the significant changes that have occurred in place, researching culture “is about assessing what is important in a place and this is different from place to place” (Landry, 2007. 225). Researching cultural history in place tells us about the unique and dynamic local environment. As Kevin Lynch observes in *City Sense and City Design*, “local, intimate time has a much more powerful meaning for us than the illustrious time of national monuments” (Lynch, 1996. 630). This research project explores ways in which a place can be redeveloped with respect to the elements that enrich users’ experience.

Tending to the emergence of a great neighbourhood means being attentive to a local environment and providing the occasion for interaction, participation and growth (Peterman, 2000). Because “perceived placeness is affected by the physical characteristics of the setting, and the individual’s anticipated place, intended behaviour, trait (preference) levels, value systems, and experience stored in mind” (Motloch, 2001), design must consider what and how features carry meaning. Including cultural history in the redevelopment of a neighbourhood conveys to its users that it is a people place made dynamic and rich by the activity of its users. It acknowledges that a place is not driven by grandiose design and development agendas but rather has evolved/will evolve/is evolving with the everyday ongoing input of the people in places (Hough, 1990). The inclusion of historical cultural perspectives in design and development offers a position in the placemaking process to the user.

Many elements and attributes support the experience of a place. This research explores one aspect in the making of a place, the preservation and incorporation of cultural history in neighbourhood design. This practicum is in part an investigative process seeking to demonstrate the potency of stories and culture to places. This is also a design process that examines ways in which a neighbourhood can be enhanced through the inclusion of these elements. The culmination of this research is a report that provides recommendations for use in the redevelopment of a specific site in Winnipeg, the Kapyong Barracks.

1.1 Research Problem

In 2004, the Second Battalion Princess Patricia Canadian Light Infantry relocated to Shilo, Manitoba leaving the Kapyong Barracks out of commission. The site had been operating as army reserve land for over three quarters of a century. It has a distinct significance in the city of Winnipeg and its citizens. The federal land has been entrusted to Canada Lands Company (CLC), a company that has successfully redeveloped several decommissioned barracks across the country. The land is now on the cusp of redevelopment.

Located in a prime area adjacent to some of the most prestigious neighbourhoods in Winnipeg, close to parks, recreation, retail centres and major transit arteries, the site has the potential to be a great neighbourhood. However, the mere provision of adequate housing does not guarantee a great neighbourhood in itself. The effort to understand the elements and attributes that make a place dynamic and engaging for its citizens is important for any development or redevelopment project. Therefore, the first research problem in this report asks the question: What are the qualities that distinguish a community-oriented neighbourhood and how can design support their inclusion?

In order to avoid the pitfalls of creating a generic place through default design choices and placeless development, it is necessary to investigate the site's existing assets for inclusion in its redevelopment. The second research problem addressed in this practicum is: What are the existing features of the site that can enhance a neighbourhood redevelopment? Incorporating distinct features will begin the process of cultivating a place identity that can engage its future users in meaningful ways.

While a new development generally begins with a (nearly) blank slate, the Kapyong site is already a place that holds significance in the evolution of the city of Winnipeg for over 100 years. The history of what is now referred to as the Kapyong Barracks site has been documented since the mid-1800s. The Hudson Bay Company originally designated the area as lots 931 and 932, but by the mid 1800s the area became part of the St. Charles Parish, designated for "rural rehabilitation" as lots 1 and 2 (Manitoba Archives, 2008). Like all places, the function and form of the site has transformed over the years. Soon its use and identity will be re-determined once again. An objective of this research is to identify existing features as assets to the site redevelopment and to propose inclusion of new and

existing features that build on the site's cultural history. The final research problem in this report is a design and placemaking problem: How can existing features, such as cultural history, be incorporated in the design of the site to support the emergence of a dynamic new neighbourhood that is relevant to its place in Winnipeg's history?

1.2 Statement of Purpose

A measure of success for a great neighbourhood is not the quality of built form and the aesthetics of place but how the place engages multiple users to interact in the neighbourhood and with each other to form a strong community bond (Peterman, 2000. 20). While we cannot measure the success of a neighbourhood design without the users in place, decisions will be made that can endeavour to enhance qualities of place. Design and development decisions play an important role in enabling a great neighbourhood and strong community to exist as well defined places.

The purpose of this research for this practicum is to suggest ways in which the Kapyong site history can be incorporated in neighbourhood design. The CLC has established a precedent of incorporating place history in their former Canadian Forces' redevelopment sites. Garrison Crossing in Chilliwack, Garrison Green in Calgary, and Village at Griesbach in Edmonton take pride in the significance of their place history. This research and design project provides insights and recommends features for consideration in the transformation of the Kapyong site into a distinct neighbourhood in Winnipeg.

Archival research findings provide background information about the site and a collection of stories and images about its cultural history. The design recommendations suggest ways to highlight these significant stories throughout the site. These design features propose ways to build a neighbourhood identity and inform the future users of the historical significance of the site. These findings may inform the placemaking process in other similar situations.

The purpose of this research for planners, developers and designers is to explore a process that may be used to create unique and dynamic people-oriented places and thus avoid the pitfalls of making generic and uninspiring places. As mentioned, many development and redevelopment practices incorporate design features as signs and

symbols that articulate a place identity, but in new development these features often to get relegated to having a purely aesthetic function. These aspects can, however, add dimension, liveliness, interest and meaning to the experience of a place (Lynch, 1996). The potency of place features should not be underestimated. They serve several important functions simultaneously: to orient people in places; to engage people in places; to educate people about places; and to communicate the human aspect of place. The incorporation of cultural and historical elements in neighbourhood design can support these functions. To include reference to the temporal and spatial dynamic of place history adds an important dimension to the user's experience of the city.

This project explores a best practice approach to urban design. In *Site Planning and Community Design for Great Neighbourhoods*, the author emphasizes “the design of any neighborhood or residential community begins with a study of the proposed development site and its natural processes” (Jarvis, 1993. 32). In this familiar approach, tending to the cultural history of place is a small part of the process that prioritizes natural elements and economic processes over cultural and historical significances. All of these elements are valuable to the health of a neighbourhood. This research project recommends paying greater attention to the cultural details that make places and the experience of living in them exciting, interesting and dynamic. The report explores how the cultural and historical instances of place can inform a place identity as elements that distinguish a place. It examines how stories of places and people can and should inform placemaking.

1.3 Statement of Objectives

The first objective of this practicum is to provide an evaluation of contemporary theory and practices in the creation of great neighbourhoods. There is a rich supply of theory about what makes a neighbourhood great. Through literature review, this research examines relevant theory and current best practices in neighbourhood design and development. It identifies some of the key elements and attributes of neighbourhoods that facilitate the experience of “great” in places. It explores the concept of “placemaking” as a relevant practice in the development of communities.

The hypothesis of this research is that cultural history can play a valuable role in

enhancing place for its users. While the Kapyong site sits waiting to be redeveloped, it holds the imprint of past stories and anecdotes of place. Because there is never just one history of a place, an important aim is to uncover multiple stories of many different people for whom this site had significance. As discussed the inclusion of “culture” with the history of place is an important one. It emphasizes that a place can carry more than one meaning and that it can support many experiences and realities at once. Acknowledging this is not only important for those whose histories have been a part of the evolution of the site but also for those who will experience the site in the future.

The second objective of this research project is to provide a summary of relevant cultural and historical findings about the Kapyong site that can be applied to its design and redevelopment. As discussed, the intent of this research seeks ways in which the inclusion of meaningful design features can avoid placelessness. This research recognizes the importance of this specific place to its former residents as well as the city of Winnipeg. Cities that preserve their culture and historical memories recognize the value of these features as assets worth preserving and enhancing. Both cultural and heritage tourism are important sectors of the economy for many cities across the globe (Landry, 2006). While we might not recognize our own assets as readily, they nevertheless have the potential to provide added value to a place.

The third objective of this report, as stated in the research problems, is to suggest next steps for the incorporation of new and existing features in neighbourhood design at the former Kapyong Barracks. These recommendations are informed through the research process and by public feedback. The solutions proposed will not seek to be overly prescriptive, but aim to offer a points of connection, reference, and interest from which a sense of place can begin to emerge. They are meant to encourage the active and ongoing participation of people in place. In *Power of Place*, Hayden demonstrates how social and place memory have been represented in urban landscapes to link people to places socially, temporally and culturally. Hayden observes that the stimulation of place memory through visual form is an under-utilized approach to enhancing place (Hayden, 1995). She emphasizes that meaningful visual elements must be informed by local communities; it is through community engagement that true meaning is discovered. The process of working

with communities is an important step in placemaking that not only respects the local significance of place but also enables the realization of new ways to represent significant social memory in places (Hayden, 1997). The intent of the third objective is to provide direction for place design that can tell the story of place and support the re-emergence of local culture.

1.4 Significance of Research

This research is important for a number of reasons. For the Canada Lands Company, this research is relevant and timely in supporting the emergence of a great neighbourhood in the city of Winnipeg. For its future users, the inclusion of cultural history will enhance a place identity that has positive associations attached to it. For planners, developers and designers this research provides an approach to placemaking that exemplifies what can happen when cultural elements of place are incorporated in the process.

The Kapyong Barracks site has been on the cusp of redevelopment for the last 4 years. Since decommission, the site has met with some dispute over who should live there and who has claims to the land. On the northern portion of the site, 358 houses stand, of which only a third are in use. Concern has been expressed over why these houses stand empty while taxpayers pay to maintain and heat them (Winnipeg Free Press, 2007). Currently, the site is a contested area. Development is delayed while First Nations members of the Treaty One are suing the government over land claim issues. A new history and memories of place are already beginning to emerge as the politics of the site make it subject to ongoing media attention and controversy.

Once this land claim dispute is settled, development will resume, with the reality that design and development has been significantly delayed. In efforts to make up for lost time, it remains important that redevelopment not overlook the past significance of this site nor the importance of place identity for its future communities. While the site is currently contested, its cultural history in the city of Winnipeg remains a strength that can be highlighted in the transformation of this site into a place in which people feel connection and positive associations.

With or without a determined residential community, the Kapyong site will still be designed and decisions made that will inform the neighbourhood. These design

interventions will begin to create a place identity that will have an influence the people in place. Representing the cultural history of its former communities through the inclusion of meaningful design features will begin to offer a sense that the neighbourhood is a people-oriented place. Including people in the placemaking and design process will enable the decisions being made about the neighbourhood to be more appropriate and significant to its future residents (Schneekloth & Shibley, 1995).

1.5 Study Approach

Research for this project is based on qualitative methods. While discussion of current literature provides some generalities in the creation of people-oriented neighbourhoods and on the preservation of cultural history, the most important aims of the design and development process is to investigate what is unique about this specific place. With the objective to avoid creating a generic place and to encourage a community-oriented place, the design for the Kapyong site must emerge through the input of the various unique communities that it has served and will serve. The assumption of this research is that preserving aspects of the cultural heritage in design and development provides an opportunity to achieve these objectives.

In "Theoretical and Practical Arguments for Values-Centered Preservation," Randall Mason discusses contemporary strategies for managing the preservation of historical sites and structures. He argues "by centering a model for preservation on the perceived values of places, as opposed to the observed qualities of fabric, values-centered preservation acknowledges the multiple, valid meanings of a particular place" (Mason, 2006. 31). In recent years, the practice of preservation has broadened its focus on what is being preserved to include not only the built form, its function and its creators, but the recognition of communities and their values, multiple and diverse, that have informed the place being preserved. This approach to preservation requires a broader look both at the range of historic significance and the cultural values that are significant to both past and present communities (Mason, 2006).

A values-centered approach to planning recognizes that stories differ from place to place, that they originate from a variety of sources and that they are not static, nor singular

(Mason, 2006). Finding ways to recognize the multiple stories relevant to the Kapyong site will enable not only the telling of the unique history, but will allow the design of legacy features provide what Lynch refers to as “diversity of sensation” (Lynch, 1996), enhancing the experience of the urban environment. Providing visual stimulation and diversity of sensation not only avoids place amnesia, but encourages a pedestrian oriented place (Lynch, 1996).

The values-centered preservation framework provided by Mason (figure 01) has provided guidance for the inclusion of legacy features in future development at Kapyong barracks. Mason's framework offers key questions that must be addressed before the development of any policy, strategy or masterplan. The values-centered methodological framework has in part guided the research questions for this report and has informed key questions to address in the interview process. It has also been used as a gauge for developing a comprehensive methodology of research for this practicum.

Figure 01: Values Centered Preservation Framework, R. Mason, 2006

1.0 Identification and Description: Collecting Information

- 1.1 Aims: What are the aims and expectations of the planning process?
- 1.2 Stakeholders: Who should be involved in the planning process?
- 1.3 Documentation: What is known about the site and what needs to be understood?

2.0 Assessment and Analysis: Taking Stock

- 2.1 Cultural Significance/Values: Why is the site important or valued and by whom is it valued?
- 2.2 Physical Condition: What is the condition of the site or structure; what are the threats?
- 2.3 Management Context: What are the current constraints and opportunities that will affect the conservation and management of the site?

3.0 Response: Making Decisions

- 3.1 Establish Purpose and Policies: For what purpose is the site being conserved and managed? How are the values of the site going to be preserved?
- 3.2 Set Objectives: What will be done to translate policies into actions?
- 3.3 Develop Strategies: how will the objectives be put into practice?
- 3.4 Synthesize and Prepare Plan

Periodic Review and Revision

1.6 Limitations

There are several limitations to this research project.

The first limitation to the project is in the scope of research. As discussed, this project explores one aspect of placemaking and the design proposal is an articulation of this aspect. All elements of place can enhance the user's experience of that place. This research has limited the scope of research to examine specifically the cultural and historical elements of the site. These elements are considered the valuable assets of this specific site.

The scope of the project is further limited to an investigation of the more recent cultural history of the site. While the site has a long history that dates back far beyond what has been documented, this research examines the site's most recent significance in the City of Winnipeg. While an overview of the site history will discuss some of the documented information of its evolution, this project focuses primarily on the military history that has existed on the site for almost a century.

A second limitation to this research is that it is being conducted with limited knowledge of the developer's intentions for site redevelopment. Two meetings with the Canada Lands Company have indicated that a portion of the area will be redeveloped for residential use, however, the overall plan and vision for site redevelopment has not been disclosed.

A third limitation is in a definition of the term "culture" as applied to this research. Culture is a broadly defined element that can be formal or informal to its participants. It is also, in essence, flexible and tentative as it is subject to continual change, transformation, reiteration, and adaptation. In trying to identify a working definition of culture for this context the notion of "thirdspace" lends a dimension that can help determine its realm. Thirdspace refers to those places that are not home, nor work (Oldenburg, 1989). Scholars such as Henri Lefebvre, Edward Soja and Ray Oldenburg explore the concept of thirdspaces at length and offer insight into the benefits of this third dimension to the experience of living in urban contexts. For this research purpose, culture is considered to support a similar third dimension to life and to an individual's identity—in this cultural affinities can be considered "third identities." How we participate in or with cultural activity informs our sense of self and our identity beyond the descriptions of family and work relations. The benefits of culture are vast and not entirely fleshed out in this research

project. The effect of culture on quality of life is a whole and worthy topic of research and a city planning issue that is beyond the scope of this project.

The researcher's bias inevitably presents a limitation to the project. Embedded in this process is the researcher's own values, in particular the belief that cultural experiences enrich life.

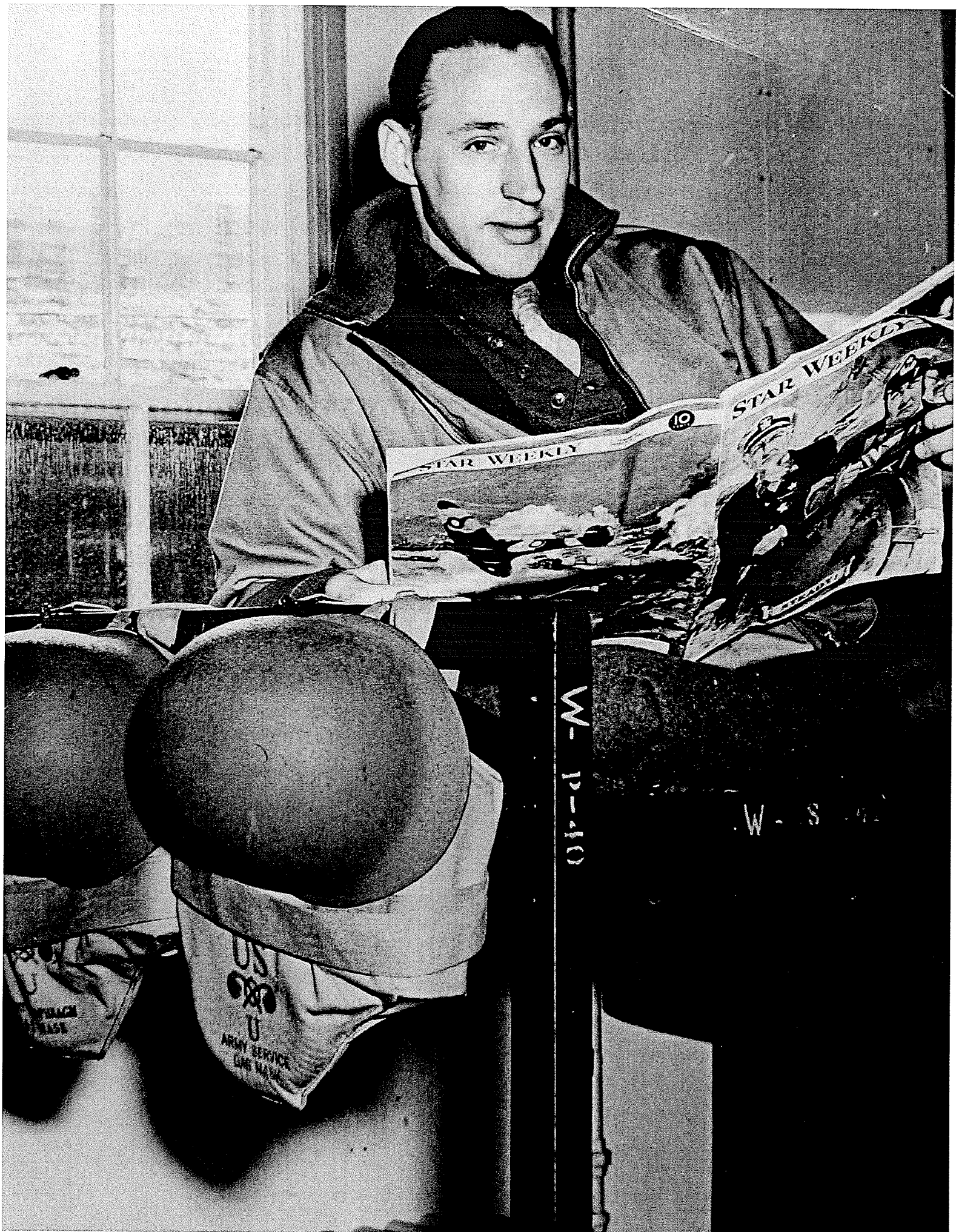
A fifth limitation to this and most every planning, development and urban design project is the politics of place. In this particular instance the site is currently contested. This practicum was supported, in part, through a grant-in-aid from the developers. While the grant-in-aid is arms length support towards the completion of a University of Manitoba City Planning practicum, the researcher's exploration is sensitive to the political implications of research with respect to the developers. Both stakeholder and public participation is considered essential to the process of any placemaking project. As this is an exploratory project for the purpose of a university practicum and because of the current sensitive political issues surrounding the site, this research project has selected public participants for whom the site is not of particular political, economical or legal concern.

OPPOSITE
Soldier in the
Fort Osborne
Barracks reading
Star Weekly, circa
1940s. Canadian
Army Photo Coll.
7. Figure used
with permission
from Archives of
Manitoba (2009)

1.7 Organization of Practicum

This practicum is divided into four chapters. The first chapter introduces the topic of research for the practicum and identifies the purpose and objectives of this research.

The second chapter provides a literature review, discussing the over arching direction of this project. Chapter three introduces the research methods for the project and provides research findings. The forth chapter provides design recommendations specific to the Kapyong site and suggests next steps in project process. Figures, appendices and references are included in the back of the report.



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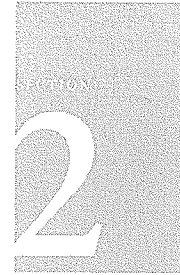
MILITARY



Literature Review

SECTION

2



Literature Review

Introduction

Contemporary theory of neighbourhood design continues to evolve and adapt to new challenges that exist within current settings. A critical examination of the current theory of urban design helps to identify the objectives of the processes and their products. Cities are ongoing processes of visions and revisions and a literature review can serve to reflect on the priorities of the urban design and planning profession and of the communities they serve. A literature review also serves as a time capsule, revealing cultural trends and priorities of a time. Some historical theory on urban planning and design is utilized in this literature review to aid in identifying how priorities have evolved.

Many books and journals were reviewed in the process of research for this practicum. Several have provided considerable insight into contemporary priorities and practices of neighbourhood design while other key readings have identified qualities of place that are considered valuable to the vitality of places. The following literature has provided the theoretical basis of the objectives and methodology for this practicum: Dolores Hayden, *Power of Place*; Congress for the New Urbanism, *Charter of the New Urbanism*; Charles Landry, *The Art of City Making*; Michael Hough, *Out of Place: Restoring Identity to the Regional Landscape*; Urban Design Associates, *The Urban Design Handbook*, and Jon Lang, *Urban Design: A Typology of Procedures and Products*.

Theories about what makes places great are as diverse as places themselves. The approach to the literature review has followed a process similar to that of managing interview data. Key information is accumulated through numerous readings and themes have emerged (Ziesel, 2007). These themes become categories for discussion and are considered important qualities to the success of a neighbourhood and its design.

LEFT Pathway along the Assiniboine River in downtown Winnipeg.
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One of the most significant themes to emerge from this literature review deals with the urban design process itself. Identifying what are the features and priorities of a place such as a neighbourhood requires an understanding of community needs and visions. The process through which design ideas are generated is crucial to the success of the design. The first section of this literature review discusses the design process and the means by which elements and attributes of great places are identified and cultivated in the process of neighbourhood development or redevelopment.

While most great places have unique attributes that distinguish their character and function, a literature review of current writing on urban design and planning has helped to identify elements and attributes that support the multiple purposes of the neighbourhood. The second section of the literature review discusses elements and attributes of neighbourhoods that help to give it a sense of place. "Sense of place" is described by Jon Lang in *Urban Design: A typology of procedures and products* as the qualities of place articulated in "the imagery of built forms and the meaning they communicate." Lang explains that these qualities manifest in the social and regional context "with the ecological and cultural soundness of built forms with reference to the local terrestrial and cultural conditions" (Lang, 2005. 371). Sense of place is informed as much by the human activity that occurs in a place as by the built form that supports activity. Lang explains of the redevelopment of a place, "people often grieve for the lost identity of place with which they are familiar after changes have been made. It is not simply the result of a 'shock of the new.' It is a deep-seated feeling that what is being built is out of place." (Lang, 2005. 371). In the design of a neighbourhood, engaging communities to identify existing elements and attributes of a place sited for redevelopment can ensure that the sense of place is preserved and cherished.

2.1 Neighbourhood-making & the urban design process

In essence, neighbourhood design is a decision making process that aims to provide the most appropriate solutions to achieve a predetermined response. In a place-making approach to neighbourhood design, solutions consider the long-term implications of what is being created on the quality of lives for those who occupy a place. In

neighbourhood design this means tending to the local and regional context of the place being developed and focusing on how a place will support the local communities that will thrive there (Schneekloth & Shibley, 1995). Public input in the process of placemaking is widely recognized as an essential means of identifying the most appropriate solutions to support local communities because it informs planners, developers and designers about the elements and attributes of the local environment which carry meaning, significance and purpose (Hough, 1996. Sandercock, 2003. Walljasper, 2007). It is the perceived significance of these details that give urban environments their sense of place. Design then must be oriented to the production of features and elements that communicate in relevant and engaging ways.

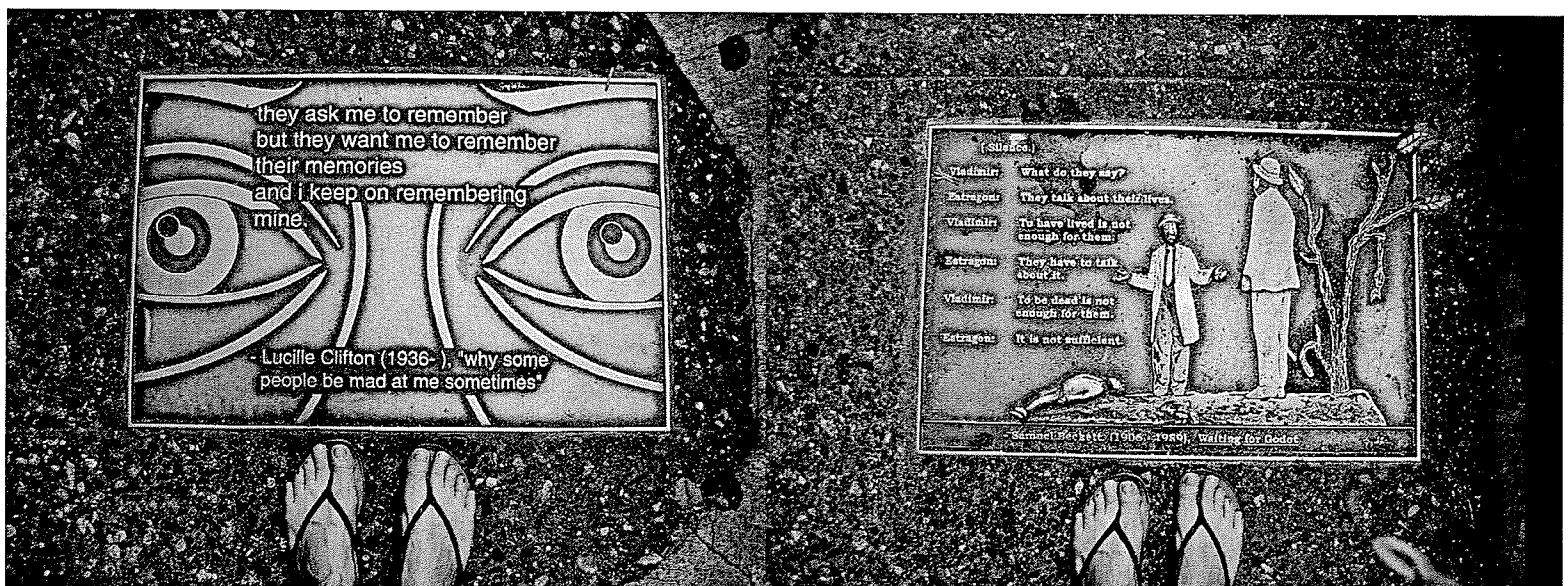
2.1.1 Neighbourhood-making

Understanding the city in terms of the neighbourhood unit was a construct of British born Director of the American City Planning Institute Thomas Adams. Adams was an expert on subdivision development in cities and in the 1930s wrote a book called *The Design of Residential Areas* recommending the best practices for the development of urban communities (Ben-Joseph, 2005). The controlled subdivision of land and its uses into neighbourhood schemes was a planning solution in response to the widespread uncontrolled and thoughtless division and sales of land units. Adams' treatise on the neighbourhood unit influenced subsequent responses by the Advisory Committee on City Planning and Zoning, to create policies, standards and legislated regulations to promote the health and well-being of communities, inspiring municipalities across the continent to localize land use regulation through the designation of "neighbourhood" areas (Ben-Joseph, 2005). "Based on the goals of social reformers and on utopian visions of community-oriented yet integrated hygienic cities, the neighbourhood was envisioned as the way to improve residential conditions in cities plagued by slums and uncontrolled speculative growth" (Ben-Joseph, 2005. 60).

Since conception, the development of a neighbourhood unit has been concerned with the creation of a healthy place for a community of people to live. The implementation of neighbourhood level policies and standards in North America has

meant that physical health is no longer a preoccupation in the planning and development process. A measure of a healthy neighbourhood has now become how built form and features engage multiple users to thrive in places socially as well as economically (Peterman, 2000. 20).

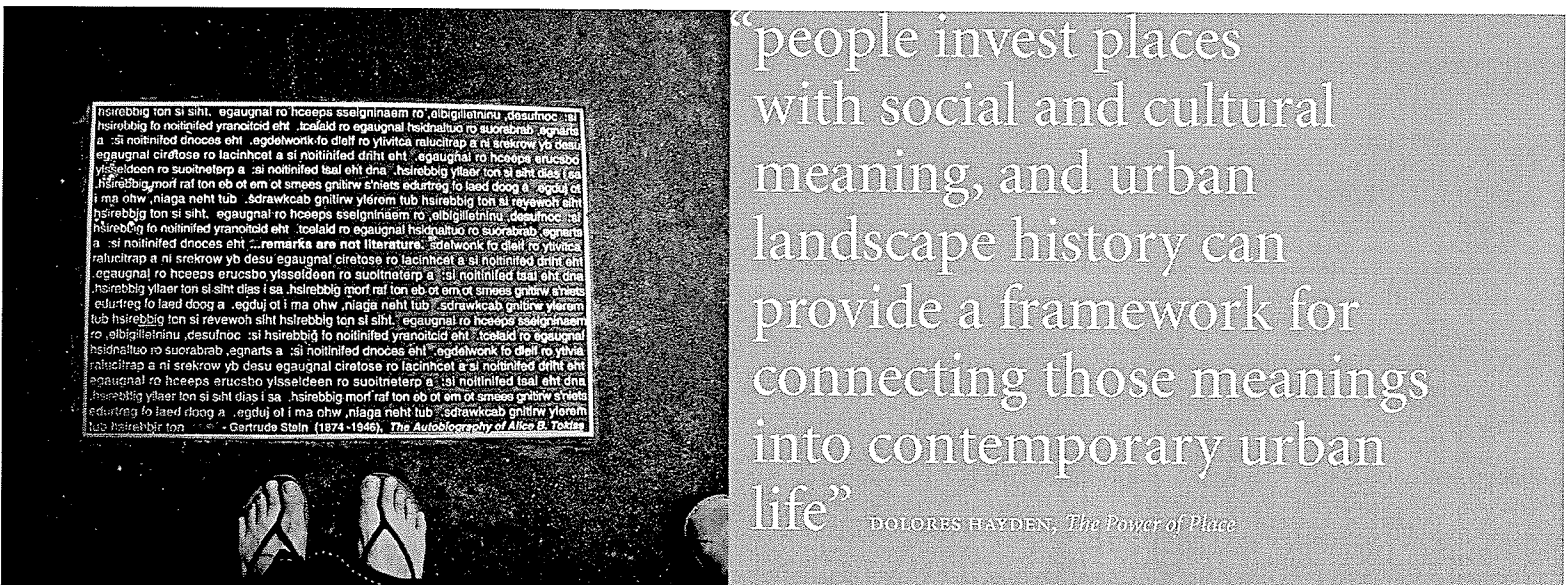
The practice of urban design has long recognized that built form affects the way people engage in places and has sought solutions that enable activity within its collective district (Lynch, 1960). Historically urban design tended to impose idealized purposes with the aim of achieving success. Modernist designers such as Le Corbusier and Wright attempted to design urban utopias, each inspired by theories of how people best function in a collective setting and each influenced by the political, social and economic climate of their time (Fishman, 1997). In 1929, Le Corbusier's design of "A Contemporary City" was a dense, streamlined, symmetrical city that had little mention of human interaction but clearly aimed to streamline activity through well thought out details of built form and infrastructure — a model of efficiency (Le Corbusier, 1929). Wright's 1935 design of "Broadacre City," in contrast, reacted to the mechanization of industrialized cities and sought to return to an organic development of "little" socialist towns where unemployment and its evils are ended forever (Wright, 1935). Prior to these modernist designers, Ebenezer Howard developed the "Garden City" in 1898, in the wake of industrialization. The Garden City was an urban design form created with the objective to rekindle people's relationship with nature by marrying the city with natural elements (Howard, 1898). Of the three, Howard was most interested in developing cities directly out of the romantic ideal of human interaction.



The evolution of urban planning theory and practice at the turn of the 20th century is marked with the recognition that the manipulation of urban form can transform human interaction. Though idyllic and well-intended, the visions of late industrialist and modernist urban designers such as Le Corbusier, Wright, and Howard imposed a dictatorial process that sought to prescribe human interaction without including the public in the process of planning, design and development. The detriment of this rational approach to urban design was the frequent dehumanization of the built form and a denial of the existing elements and attributes that provided citizens with a sense of community and place. One of the most visible and widespread blunders of this approach, in the 1950s and 1960s, was the design of mass and multiple public housing complexes in many cities in North America and Europe. ‘Housing projects’ were a solution born of design process that ignored the established culture of the people for whom the complexes were built. The detrimental impact of the mass, generic, and clustered housing schemes was the result of rational thinking and design solutions that were driven by prescriptive form alone. The failure of these forms to appropriately support the cultural, social and local economic activity of communities was a failing of urban design to be a participatory process. This period marked a turning point for urban designers and planners—its failure demanded a re-evaluation of a rationalist process (Lang, 2005).

In 1958 Kevin Lynch wrote an article called “A theory of urban form” for the *Journal of the American Institute of Planners* (Lynch, 1996). In it he stated: “the principal concern of the physical planner is to understand the physical environment and to help shape it to serve the community’s purposes” (Lynch, 1996, 356). This statement distills the objectives

BELOW Illustrated literary quotes cast in bronze and copper, embedded in New York sidewalks along 42nd street east of Grand Central Station.
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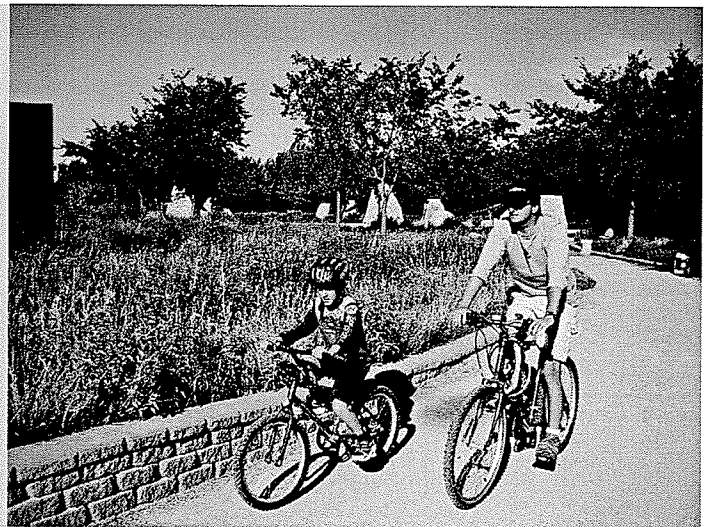
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Gertude Stein (1874-1946), *The Autobiography of Alice B. Toklas*

of the urban design process and shifts priority away from pragmatic, rationalist design process. The crux of Lynch's statement, which in recent years has become the priority of the design process, is his acknowledgment that the intention of design is "to serve the community's purposes" (Lynch, 1996. 356).

Since the last quarter of the twentieth century, working with communities to identify their interests and purposes has been a priority of the planning and urban design process. Since the mid-1970s the term "placemaking" has become a planning term used to describe the process of transforming a space into a place that is oriented to the people and their activities within an urban environment. The concept of "placemaking," discussed at length in Schneekloth & Shibley's *Placemaking: The Art and Practice of Building Communities*, describes a theory of urban design and development, the principal of which is that citizens are the experts on where they live, work and play and therefore must inform the process and outcome (Schneekloth & Shibley, 1996). In the placemaking paradigm the primary concern of neighbourhood design is the long-term implications of what is being created on the quality of lives for those who occupy a place (Schneekloth & Shibley, 1996). While this objective may not differ from the modernist and rationalist intentions, the process and the priorities of urban design have changed. Public input in the process of placemaking is widely recognized as an essential means of identifying the most appropriate solutions (Hough, 1996. Sandercock, 2003. Walljasper, 2007).

"neighbourhoods
appear as balanced
living environments
when parks are
the linch-pin of
a community"

CHARTER FOR THE NEW URBANISM



For many contemporary urban planners, developers and designers whose vision it is to create meaningful, community-oriented urban environments, the involvement of community in the exercise of placemaking is paramount (CNU, 2000. Schneekloth & Shibley, 1996. Walljasper, 2007). *The Charter for New Urbanism* identifies that community-based participatory planning and design is the key to re-establishing a relationship between the built form and the communities and stakeholders that use it (CNU, 2000). As testament to the value of community-informed planning practices, in *The Great Neighbourhood Book* Jay Walljasper explains “the bottom up approach to neighbourhood development is the most important thing the Project for Public Space has learned in their 30 years of placemaking” (Walljasper, 2007. 6).

For the purpose of identifying what elements and attributes exist in a place under redevelopment, community input is the primary method to identify local significance (Hayden, 1997). Community involvement in the identification of what assets already exist in a place can help to avoid the destruction of existing qualities of place. Multiple perspectives can provide greater insight into what carries value in a local context and can help to identify what existing elements and attributes are already in place that provide a sense of place. In a collaborative design process, Hayden emphasizes that true participation means that the participants are considered equal, including the “professional” practitioners who must transcend their roles and become in the facilitators rather than the “authority” (Hayden, 1997. 77).

Participatory design also enables the designer to avoid production of a design cliché (Hough, 1996). Community feedback offers perspectives of the local significance of a place and community and may provide opportunity for unique representation to be realized through collaborative effort. Hough argues that the aim of urban design is to do as little physical designing as possible but rather to provide the tools for community to build their own place, to provide them with the vocabulary to tell their own story of place, to educate them about the repercussions of human interaction with nature and with each other (Hough, 1990). The role of the urban planner in the neighbourhood-making process is to work with communities to identify their vision of place, preserving that which already provides a sense of place.

LEFT Pedestrian and cyclist path at the Forks. © Stephanie Whitehouse (2009)

2.1.2 Urban Design Process

“To avoid the gaps and dilemmas associated with understanding space we need to concentrate on the processes which produce the built environment... by analyzing the intersection between space production and everyday life practices, we will be able to arrive at a dynamic understanding of space.”

(Madanipour, 1998. 185).

Many contemporary urban planners, designers and theorists emphasize that it is the process through which a design is created that is the key to successful urban development (CNU, 2000. Sandercock, 2003. Walljasper, 2007. Ziesel, 2006). *The Urban Design Handbook*, created by the Pittsburgh-based Urban Design Associates (UDA), provides a contemporary guide to methods for the urban design process with the objective of developing form that best serves the community purposes. *The Urban Design Handbook* identifies three distinct phases to the process of urban design that may be applied to projects of any scope (UDA, 2003). The UDA argues that by following the activities of each of the crucial phases of development the designer is best able to achieve the “widest range of participation, the greatest opportunities for consensus-building, the strongest likelihood of success, and the best possibility for spawning subsequent corollary projects” (UDA, 2003. 57).

The first phase of the design process is “Understanding—Figuring out what is going on” (UDA, 2003. 57). This phase requires the designer or design team to collect background information about the client and the project site. The function of the designer in the Understanding Phase is to be inquisitive and to collect as much information available about a location through research and public consultation. This enables the designer to gain a perspective of the features that already exist in place. It also allows the designer to understand the community’s “vision” of the future development (UDA, 2003).

Hough provides a perspective on the quality of community “vision” that is necessary for project development (1996). Hough discusses differences in the type of vision

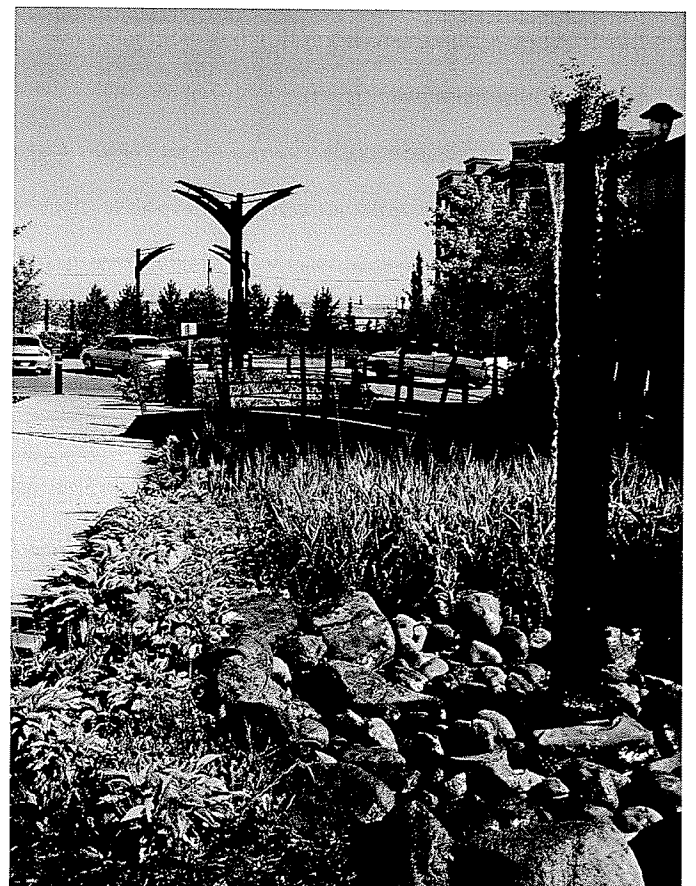
distinguishing the vision of “eutopia,” as coined by Patrick Geddes in 1904, as differing fundamentally from a vision of “utopia” which has been the priority of many urban designers including Le Corbusier, Wright, and Howard (Hough, 1996. 64). He explains the vision of utopia is a placeless ideal that comes from an authoritarian perspective. A utopian vision of a place idealizes settings based on conceptual thinking disassociated from the cultural, regional and natural environment (Hough, 1996). A eutopian vision, by contrast, stems from the understanding of ecological, cultural and regional attributes that are ever present in places (Hough, 1996). Hough urges that urban design must be cultivated from a place where existing attributes that are not subverted by conceptual visions that ignore these attributes. In the ‘Understanding Phase’ of the design process, it is therefore imperative that designers elicit responses that spawn from what is known and cherished about the existing environment. Critical feedback is part of this process but again must surface from what is present rather than what is idealized.

During this preliminary stage input from the stakeholders, the decision makers, and the community whom a place has served and will serve is integral to understanding the project and location (UDA, 2003). There are many tools available to the designer that can enable them to acquire information about a site through community participatory processes. As each place is unique, each project will require the designer to utilize the most appropriate tools of inquiry. John Ziesel in *Inquiry by Design* provides processes such as archival research, focus interviews and environmental behavior observation (Ziesel, 2006) as valuable tools to facilitate in the process of understanding a place. Nick Wates, in *The Community Planning Handbook*, provides over fifty participatory tools that encourage community feedback. Tools such as “Art Workshops” in which the designer provides art supplies to the community, allows the community to creatively depict existing qualities of place as well as their vision of the future neighbourhood (Wates, 2000). In the preliminary inquisitive phase of the design process, the designer must utilize the most appropriate methods for acquiring data for each specific and unique project. In this regard the design process remains flexible.

In the preliminary phase of design the acquisition existing data provides a portrait of what is know about the site. Masterplans, historical data, traffic studies, maps and

a photographic survey of existing conditions are amongst the important data needed to understand the project area before any design can be undertaken (UDA, 2003). The culmination of the preliminary Understanding Phases is a “portrait of existing conditions” (UDA, 2003. 92), which can be depicted in a base map. Landry suggests that base maps may also be developed that depict memory and sensory experiences of place, which will add depth to the portrait of place and broaden both the designer and the participants awareness of the kind of qualities that give place identity (Landry, 2006).

The second phase “Exploring—Trying out ideas, exploring alternatives” describes the phase in which design direction begins to take shape through continued public feedback. As Ziesel observes “the gap between decision maker and user is too great to be overcome by designers using only a personal perspective” (Ziesel, 2006. 49). In order to assure that the data acquired is used appropriately to change the physical setting according to the visions and needs of the intended audience, ongoing community and stakeholder participation techniques continue to be paramount in the design process (Ziesel, 2006). In the Exploring Phase, acquired data is reviewed by the design team and by the public through a series of charrettes. The UDA identify the charrette as the most useful method to acquire critical feedback and to gain consensus building around a design project (UDA, 2003). In early stages of the second phase of design, an “in-house charrette” is required with the aim is to distill a series of design principles and problems. The distilled data is then presented at



CLOCKWISE FROM TOP LEFT, DESIGN IN THE PUBLIC REALM Zucotti park in lower Manhattan utilizing lights embedded in pavement to activate park space at night; Café adjacent to market and pedestrian-only pathway in Amsterdam; a pedestrian & cyclist oriented commercial street in Amsterdam; Public park one block north of Queen Street in downtown Toronto, providing a retreat from highly active commercial area.; Details in the public realm at Oliver Village in Edmonton, CLC redevelopment of an abandoned rail site. © Stephanie Whitehouse (2009)



a public “on-site charrette” (UDA, 2003). The on-site charrette allows the design process to further distill design priorities and is utilized to acquire a more concrete vision for the project. The second phase includes a review of data, drawing and model building for interactive design, and debriefing. The aim of this middle phase is to build consensus “regarding direction for the final plan” (UDA, 2003. 102).

The third and final phase described by the UDA is “Deciding what to do—Developing the Plan” (UDA, 2003. 111). Upon completing the final phase the designers can provide a final report for the client (UDA, 2003). This phase includes similar steps to the second phase, requiring a review of acquired data including feedback from the charrettes, in addition to a second in-house and second on-site charrette. This phase marks a refinement of information and recommended direction for development or “preferred alternative” (UDA, 2003. 114) based on data and most crucially the input acquired from the client “in conjunction with all the stakeholders who must live with (and should benefit from) the alternative selected” (UDA, 2003. 114).

Like many contemporary descriptions of the urban design methodology, the UDA provides a framework for a process that encourages the creation of appropriate community-oriented design that best serves the community purposes. The crux of the process is that design is an exploratory process that aims to discover, through collaboration and inquiry, the best possible solutions for the purposes of the communities it is to serve. While embracing one methodology may deny that each place is unique and therefore commands its own inquiry, utilizing a framework allows the process to be thorough. Within this methodological framework, unique methods and tools for engaging the public are applied.

2.2 Elements & Attributes of a Neighbourhood

The term “elements” in this discussion means a necessary or constituent part of a subject (Merriam-Webster, 2008)—the subject being ‘a great neighbourhood.’ The elements of a neighbourhood in this discussion have to do with the functioning of a neighbourhood as a place where people can thrive. These elements include walkable & safe environments, public & communal spaces, and adaptable & sustainable places. Attributes describe traits that serve to enhance the quality of place for its citizens. “Attribute” is “an inherent

characteristic” or quality (Merriam-Webster, 2008). Attributes can be considered the assets that distinguish a place's identity and character. They provide a sense of place. Though attributes are unique from place to place, the following subjects have been identified as key to the establishment of a sense of place: Historical, Cultural, Local and Regional.

Elements and Attributes of place have a symbiotic relationship. The elements identified in the literature review are considered the key ingredients that enhance a place. The attributes identified in the literature review introduce the functional objectives of design features and place elements. Attributes are considered the mechanisms that support neighbourhood health and enable elements to thrive. Each informs and supports the other. For example, design and development that recognizes the historical dimension of a place encourages connectivity to a place and its people. The temporal and spatial references remind the user that, while a place is ever changing, it is also adapting to change (Landry, 2006). Places that adapt to the current needs of the users encourage local and cultural aspects in place to be realized (Hough, 2000). A place that makes provisions for local and cultural interests encourages usability, connectivity (Lynch, 1960) and so on. Elements and attributes bolster activity and engagement in places and are essential to its health and vitality.

2.2.1 Elements

Walkable & Safe Environments

For hundreds of years city and town streets were built for pedestrians. The automobile shifted our urban street structures into forms now recognized as inhibiting social contact. New urbanist, neo-traditional and smart growth design approaches all advocate the importance of returning streets back to the tradition of pedestrian-oriented spaces for multiple reasons. These approaches do not deny the necessity of automobile use, but do suggest a more balanced approach for integrating walkable and drivable urban environments is ideal (CNU, 2000).

Neighbourhood forms that provide a network of streets and pathways with easy access to destinations, encourage non-vehicular travel (CNU, 2000). A new approach based on an older model of urban design supports a highly connected network of roads. A grid-oriented sidewalk and road system is a much more beneficial form than the cul-de-

sac system of suburban design, which most often does not provide for the pedestrian at all. A network system allows travel to be more direct within an area and facilitates with the creation of various destination locations including a central hub (Lynch, 1996).

There are many benefits to creating a pedestrian-oriented neighbourhood. Pathways to public parks and amenities support community health by providing opportunity for physical fitness. Supporting activity in the public realm enhances the community orientation of a neighbourhood by providing the occasion for spontaneous social encounters. A networked system of sidewalks and streets can also increase the use of public transit, benefiting the environment. The CNU explains “peoples’ perception that their sidewalks and streets are pleasant and safe is the key factor in whether they will use public transit, because all bus and light-rail trips begin and end as walking trips” (CNU, 2000. 86). Besides the social, health and environmental benefits of pedestrian-oriented neighbourhoods, encouraging a walkable neighborhood has a significant impact on the public perception of neighbourhood safety (Lynch, 1996).

Creating a walkable neighborhood is not only achieved by the provision of safe sidewalks, pathways and cross-walks. The *Charter of the New Urbanism* suggests that “public spaces need to be loved to be safe” (CNU, 2000. 133). Urban design plays an important role in establishing a pleasant pedestrian environment. Providing destination locations, both commercial and recreational, and creating interesting surroundings will encourage pedestrian activity (Lynch, 1996). Activating the public realm with points and places of interests, as well as safe pathways and sidewalks, will support a pedestrian and community oriented neighbourhood.

Public & Communal Spaces

Jane Jacobs astutely observed that when we think about a place it is the streets and sidewalks that come to mind (Jacobs, 1961). Places are defined by the ongoing every day activities of people and the spaces they occupy. When we think about a neighbourhood, it is the public realm more than a house or home that likely comes to mind. In the design and development of a neighbourhood, tending to the public realm as well as the private spaces encourages a community-oriented environment. Cultivating a

people-oriented neighbourhood means being attentive to a local environment and providing the occasion for interaction, participation and growth (Peterman, 2000). The provision of adequate public spaces, with multiple options from quiet contemplation to social gathering for a variety of purposes is recognized as one of the most important assets to give a place its value (Walljasper, 2007. CNU, 2000). The CNU attest that “neighbourhoods appear as balanced living environments when parks are the linch-pin of a community” (CNU, 2000. 113).

Adaptable & Sustainable Places

Change is a reality of life and all cities provide evidence of the unpredictable exchanges of one urban use for another. Just as “each place occurs only once,” so does each time encapsulate instances that are not repeated. Making visible past iterations and natural phenomena of place is an important way to connect people to places temporally and spatially. However, urban design must also provide room for contemporary culture to occur rather than imposing a dominant culture or overly prescribing use. Providing unscripted spaces enables places to remain adaptable and sustainable (Ryan, 2006. 17). This is particularly true of public and communal spaces, which are generally perceived as the most non-prescribed places in cities.

The most sustainable and adaptable urban spaces are those that provide occasion for multiple uses and independent or collective activity that is not predetermined by urban form (Ryan, 2006). Landry explains that these places enable “incidental encounter” to occur, instances where life happens without having to consider “what next” (Landry, 2007. 111).

Ray Oldenburg, in *The Great Good Place* refers to communal spaces such as parks, community centres, cafés and bars as “thirdspaces”—places, which are not home nor work. Oldenburg suggests if a city and its neighbourhoods are to “offer the rich and varied association that is their promise and their potential” (Oldenburg, 1999. 22) than diverse, adaptable, social environments must be provided for. What these place offer is “neutral ground” where interactions may be informal. They also cultivate an appreciation for built and natural environments beyond the boundary of work and home, instilling a greater sense of responsibility for the built and natural surroundings and to community.

2.2.2 Attributes

Historical & Cultural

Creating a neighbourhood is not merely a matter of establishing a series of houses and incorporating styles reminiscent of historical periods to give it character. This approach would be a dramatic simplification of the process and would deny that a neighbourhood is not only a collection of private spaces, but is a whole and integrated place with multiple functions, significance and meaning for its public. The Congress for New Urbanism points out, if placemaking were just a matter of urban form than so many of the inner city neighbourhoods, which maintain a favorable form, would not be in decline (CNU, 2000). A New Urbanist approach emphasizes “urban places should be framed by architecture and landscape design that celebrates local history, climate, ecology, and building practice... the recognition of these elements at any stage of urbanization, as legitimate shapers and influencers of what is to come next, must be an essential part of the methodology of urbanism” (CNU, 2000. 175). One of the many principles the CNU proposes is to include natural, historical and cultural perspectives in design recognizing that these qualities are present in any development project from greenfield to brownfield development (CNU, 2000). The practice of placemaking resists the development of generic environments through the recognition of the local, cultural, historical, regional and community aspects of a place by enhancing these aspects as integral to a place’s identity. It is a process oriented rather than product oriented strategy to assist in the development of meaningful, engaging and successful communities.

In the *Art of City Making* Charles Landry suggests that history is the genetic code of the city and that “using the elements of past stories [can] help us move forward” (Landry, 2007. 328). Hayden concurs in her statement: “understanding the past encourages residents to frame their ideas about the present and future” (Hayden, 1997. 227). Many urban planners emphasize that building on existing history and culture creates a sense of continuity and provides stability in new development (Hayden, 1997. Hough, 1990. Landry, 2007). In *The Past is a Foreign Country* David Lowenthal explains that history is essential to social preservation because it provides a collective self-awareness, which “whether fact or fable, fosters the feeling of belonging to coherent, stable, and durable institutions”

(Lowenthal, 1985. 213). Of all constructed urban environments, the neighbourhood is one in which a sense of belonging is most important.

In *Out of Place: Restoring Identity to the Regional Landscape*, Michael Hough observes that “knowledge through education of a place’s environmental or cultural significance changes our attitudes and the way we experience it” (Hough, 1990. 190). He suggests that increased awareness adds dimension to the experience of the built and natural environment, which is otherwise perceived as mundane in day to day life (1990). Culture identifies a broad and diverse range of collective activities, both tangible and intangible. It is a pattern of activity grounded in a local environment that informs and enriches the experiences of life for its participants. Landry observes: “in a world where every place is beginning to feel and look the same, cultural products and activities mark one place from the next. And tangible difference creates competitive advantage” (Landry, 2007. 275).

In *Power of Place* Dolores Hayden suggests the stimulation of place memory through visual form is an under-utilized approach to enhancing a place identity (Hayden, 1997). Similar to Hough, Hayden suggests that historical awareness adds dimension, both temporally and spatially, to the experience of a place. Hayden explains that “people invest places with social and cultural meaning, and urban landscape history can provide a framework for connecting those meanings into contemporary urban life” (1997. 78). She argues the provision of features and elements that reference cultural and historical events convey a legitimate sense of place only when they carry cultural significance, meaning and relevance. It is therefore only through community engagement that cultural and historical meaning can be discovered. Hayden emphasizes the process of working with communities is important not only to recognize the local significance of a place and its people, but also creates an opportunity to identify meaningful, creative and engaging ways to represent history and culture (Hayden, 1997).

There are many reasons why the inclusion of legacy features are relevant to the site redevelopment at Kapyong. Aesthetic concerns of design are relevant, providing environmental stimulus that may encourage a more walkable environment, as well as providing a connection to place and a sense of continuum. Another incentive of heritage preservation is the opportunity for pedagogy. In "Gauging Community Values

in Historic Preservation" Spennemann examines the aims and objectives of preserving the past in present urban landscapes. He reiterates four axioms that are widely used to argue for preservation: "heritage places are scarce, finite, nonrenewable and valuable" (Spennemann, 1996. 1). Exploring the latter in greater depth, Spennemann argues that the past is valuable to us because it teaches us as much about our present as it does about the past. Heritage places and commemorative features "are significant expressions of cultural, ethnic, and spiritual identity of communities across the globe" (Spennemann, 2006. 1). He elaborates that "heritage places are not merely tangible evidence of the past as deemed important to a small, historically-minded subset of society, but...they provide emotional anchors for the community as a whole" (Spennemann, 2006. 3).

Local & Regional

Patrick Geddes' was one of the earliest planners to introduce the concept of a "regional imperative" with the idea that urban design should emerge from what exists in place. Hough writes of the imperative of paying attention to local and regional aspects of place, stating; "it makes sense to design with the forms and cultural and ecological processes already present in a location rather than force an idealized, preconceived plan upon a site" (Hough, 1990. 64). He explains that just as cultural and historical perspectives add stability and dimension to a place, paying attention to local and regional aspects provide a legitimacy and function to place, which enhance the experience of a place.

Rooting design, development, architecture and landscape in local and regional aspects is a means of cultivating a "genius loci" (CNU, 2000). All places have a climate, topography, and natural environment. Redevelopment sites may also have history, culture and community. These aspects of place are the foundation upon which a place identity can be built. They help to define genius loci, distinguishing one place from the next (Hough, 1990) and therefore can and should play an informative role in the design outcome.

Cultivating a sense of place is not only a matter of incorporating existing attributes, it is also a matter of being cognizant to the future uses of a site for a multiple and diverse citizens. In *Northern Cityscape: Linking design to climate*, Pressman explains that the "genius loci" or sense of place occurs only when there is continuity with the past; when there is the opportunity

for making an impact on one's environment; and when one can achieve a relationship with one's environment (Pressman, 1995. 77). Providing the opportunity for new adaptations and uses must be balanced with the recognition of past and existing conditions.

In northern climates such as Winnipeg, cultivating a *genius loci* also means paying attention in particular to climatic considerations. It is estimated that in cold climates residents "spend up to ninety percent of their time indoors" (Pressman, 1995. 7). Pressman urges "if urban design is to be user-responsive it will have to confront climatic elements head-on. ... Towns should be conceived to function equally well in all seasons, and the harsher the condition the greater will be the need to pay more attention to climate imperatives" (Pressman, 1995. 52).

Conclusion

In the development of a neighbourhood, design choices will be implemented that influence the visual perception and subsequent function of place. The desire to avoid standardizing or imposing an uninspiring or prescriptive neighbourhood design requires research into what elements and attributes serve to enhance the perception and function of a neighbourhood for its community. 'Place making' is a planning practice to enhance a sense of being and belonging for people in their urban environments and urban design is a process through which placemaking can occur.

The design and development process plays a key role in enabling a healthy, community-oriented neighbourhood to emerge. No planner, designer or developer sets out to make an unsuccessful neighbourhood, but there are many neighbourhood designs that fail to encourage safe, dynamic and people-oriented places. In *The Great Neighbourhood Book* Jay Walljasper reminds designers and developers: "You are creating a place, not a design" (Walljasper, 2007. 3).

Neighbourhood design is a decision making process that aims to provide the most appropriate solutions to achieve a predetermined response. In a place-making approach to neighbourhood design, solutions consider the long-term implications of what is being created on the quality of lives for those who occupy a place. In neighbourhood design this means tending to the local and regional context of the place being developed and focusing

on how a place will support the local communities that will thrive there (Schneekloth & Shibley, 1995). Public input in the process of placemaking is widely recognized as an essential means of identifying the most appropriate solutions to support local communities because it informs planners, developers and designers about the elements and attributes of the local environment which carry meaning, significance and purpose (Hough, 1996. Sandercock, 2003. Walljasper, 2007).

The provision of meaningful and purposeful features and elements in a neighbourhood can support an active social climate. Many planning and design practitioners emphasize that the potency of place features should not be underestimated in urban design (Hayden, 1996. Lynch, 1996. Ziesel, 2006). Because urban design influences the awareness and actions of people in places, the provision of beautiful, compelling, diverse and meaningful design attributes can enrich and enliven a sense of place (Landry, 2007. Lynch, 1996). Incorporating features in public spaces can serve several important functions simultaneously: to orient people in places; to engage people in places; to educate people about places; and to communicate the unique human aspect of each place (Lynch, 1996). While most neighbourhood developments incorporate some sort of design features as signs and symbols to convey a place identity, these features tend to serve only a marketing function. These aspects can and should, however, add dimension, liveliness, interest and meaning to the experience of a place (Lynch, 1996).

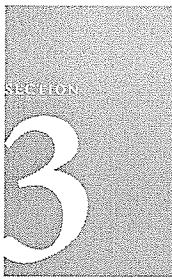


Research Methods
& Findings

SECTION

3

DECORATION DAY. WINNIPEG 1925.



Introduction to methods

Research for this report involves several methods. A review of current literature informs the over arching objective towards the creation of a community-oriented neighbourhood, while research methods investigate that which is related to the specific Kapyong site. An assumption about the redevelopment project, as suggested in articles and by other CFB site redevelopments, is that the CLC will transform the former Kapyong Barracks into a mixed-use neighbourhood guided by principles of New Urbanist and Neo-traditional design (CFB West Master Plan, 2000. Winnipeg Free Press, 2005).

It is important to note that this research aims to look at what makes a neighbourhood great above and beyond obvious necessities of housing, infrastructure, mixed use zoning, adequate transportation routes, and other such primary components. This research is interested in discovering what can enrich the lives of the people who use this site. The provision of housing alone does not make a neighbourhood great. Tending to the emergence of a great neighbourhood “means paying attention to the local environment, [and] providing opportunities for human interaction and growth” (Peterman, 2000. 170).

An overview of site characteristics identified the existing features and components of the site that informed the neighbourhood design. The overview provides information on the context of the future development. An inventory of existing site conditions was conducted through the review of site-specific reports, accessible public information as well as a site visit. This information grounds the research in what is known about the site determinants.

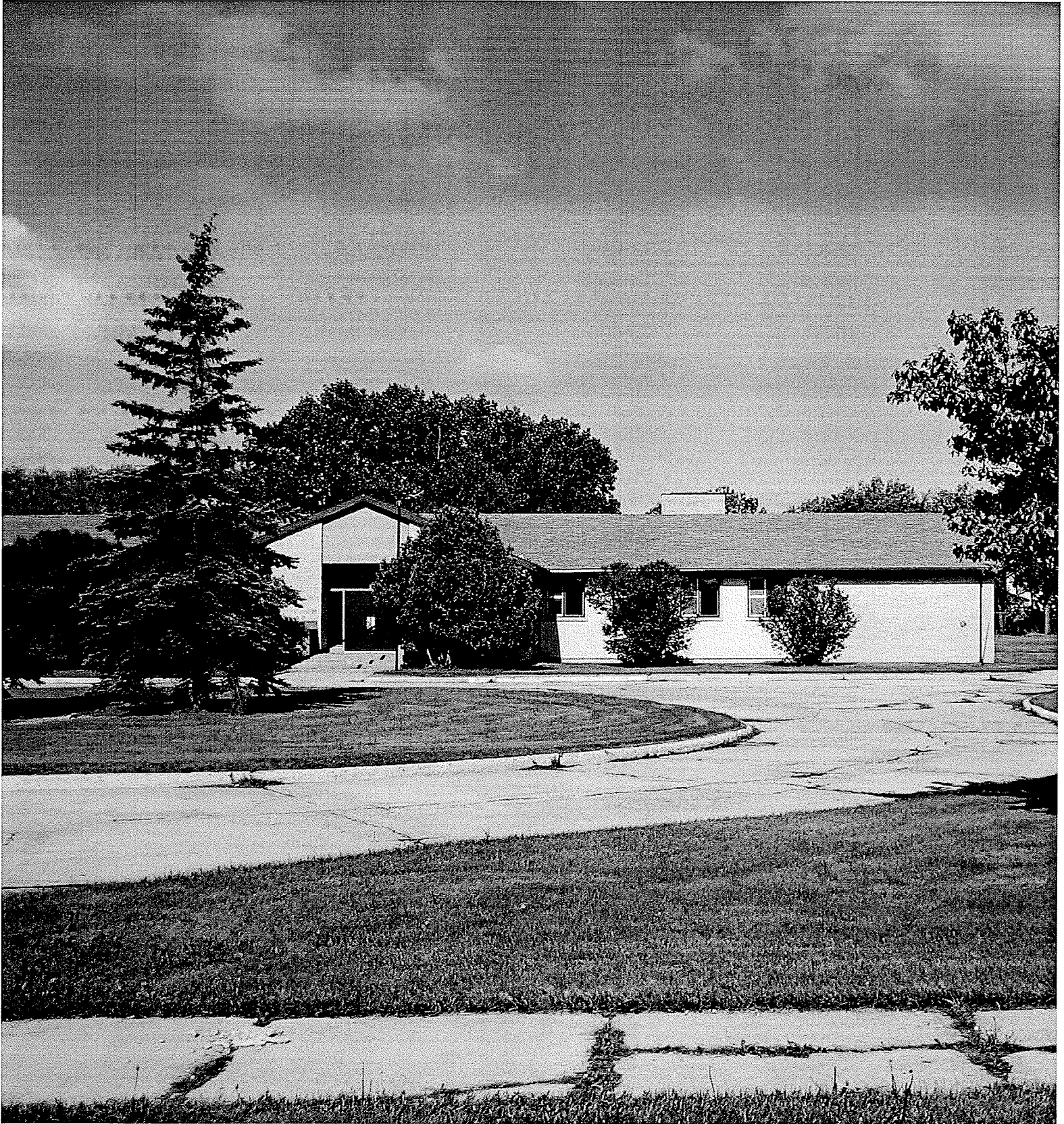
Archival research was an important method for this practicum to learn about the cultural history of the specific site. Archival research reviewed the data available about the site in search of stories, images and people for whom the site has had particular significance. Preliminary archival research helped to identify interview participants. The following resources were assessed for information on the Kapyong site: Institute of Urban Studies, City of Winnipeg Heritage Department, 17 Wing Engineering Department, DND

PREVIOUS
Decoration Day
on Main Street,
Winnipeg, 1925.
Foote 2353.
N2995. *Figure used
with permission
from Archives of
Manitoba (2009)*

Heritage Website, Museum of the Regiments, RCA Museum, 17 Wing Military Library, Manitoba Archives, Winnipeg Public Library newspaper archives, Henderson Directories, as well as a review of relevant reports written about the site history. Web-based research was conducted to provide the researcher background information on military and military history in general.

Interviews were also an important method used to identify the cultural history of the site. Eight formal interviews with ten participants were conducted along with several informal interviews with community members who have a direct association with military and site-specific history. Interview participants included: Officers and a Sergeant from the 2 PPCLI, the past president of the 2 PPCLI Association, Museum directors from 17 Wing, Military Museums and the RCA Museum of the Regiments, a Battle of Kapyong Veteran, the Korean Veterans Association, members from Military Services and military historians. Interviews were conducted to acquire community feedback about the site history and to provide input on the cultural significance of the site.

The final research method briefly examines the process and products of legacy commemoration at other CFB redevelopment sites. This research helps to determine aspects of legacy development that benefit the process for CLC in Winnipeg. The Canada Lands Company (CLC) plays the primary role in determining how the Kapyong site will be redeveloped. The CLC has a national reputation for exemplary federal land redevelopment. Their design approach sets a precedent for transformation of decommissioned Department of National Defence (DND) sites into successful new neighbourhood developments. These redevelopment sites all have incorporated place history into their design process. Research for this report examines four of the CFB redevelopment projects that build on the legacy of place history. A review of CLC reports and documents provides insight into the principles of CLC development relevant to legacy commemoration. Site visits to Village at Griesbach, Garrison Green, Garrison Woods and the Currie Barracks, were undertaken to investigate and document how history has been considered in neighbourhood design and development. Interviews were conducted with four associates with the Canada Lands Company to gain a perspective of the practices of legacy development and neighbourhood design.





Site characteristics

Introduction

The location of the Kapyong Barracks is in the inner ring of Winnipeg, 8 km south west of the city centre. The site is adjacent to residential neighbourhoods, with some commercial and industrial areas to the south and east of the site. In close proximity to major commercial districts and corridors including Polo Park, Tuxedo Shopping Centre, Kenaston Centre, and Grant Park commercial centre, it is well-served by major transportation routes that connect the site easily to the rest of the city. It is within walking distance of “one of Winnipeg’s finest attractions” (City of Winnipeg, 2008)—the Assiniboine Park—and some of Winnipeg’s most affluent neighbourhoods; Tuxedo, Tuxedo South and River Heights.

OPPOSITE The abandoned Officers Mess at the former Kapyong Barracks.
© Stephanie Whitehouse (2009)

Location & Boundaries

The Kapyong Barracks consists of a parcel of land primarily situated west of Kenaston Boulevard between Grenadier Avenue and Taylor Avenues to the north and south respectively [figure 02]. Smaller parcels of land to the south and south-east, adjacent to the primary area make up the 65-hectare (160 acre) land now slated for redevelopment. The land is part of a 90-hectare (222 acre) parcel that at one time formed the CFB Winnipeg (South) site.



Assiniboine Park

Former Fort Osborne Barracks (Tuxedo)

Old Tuxedo

Edgeland

Sir John Franklin

Corydon Avenue

Edgeland Boulevard

Tuxedo

JB Mitchell

Staffsbury Boulevard

parcel A

Grant Avenue

Mathers

South Tuxedo

parcel B

parcel D

Taylor Avenue

parcel C

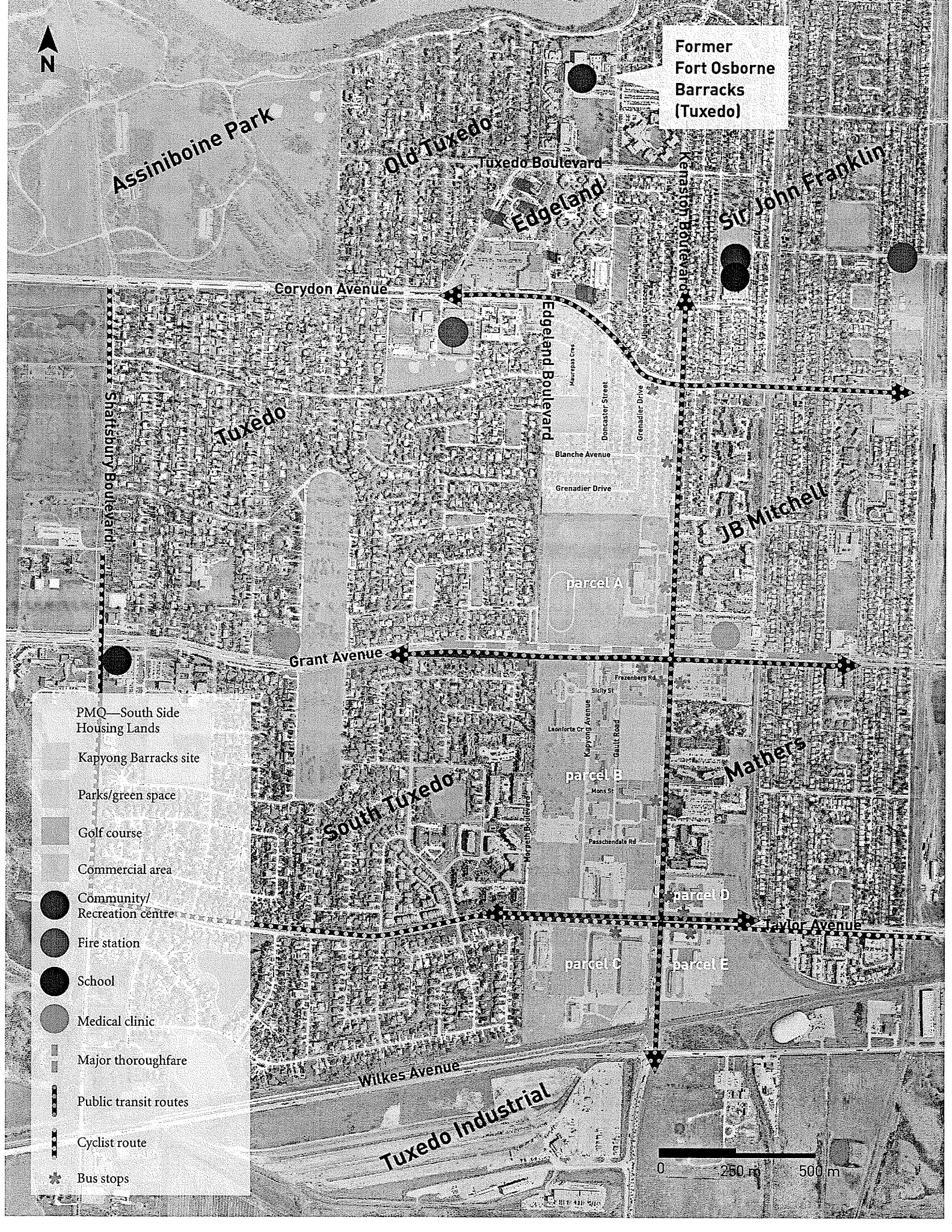
parcel E

Wilkes Avenue

Tuxedo Industrial

0 250 m 500 m

- PMQ—South Side Housing Lands
- Kapyong Barracks site
- Parks/green space
- Golf course
- Commercial area
- Community/Recreation centre
- Fire station
- School
- Medical clinic
- Major thoroughfare
- Public transit routes
- Cyclist route
- Bus stops



The full 90-hectare parcel of Canadian Forces land includes the South Side Housing Lands to the immediate north of Kapyong Barracks [figure 02]. The South Site Housing Lands consist of 358 Permanent Married Quarters (PMQ) houses, for occupation by members of the Canadian Forces. Approximately 230 of the PMQs are still in use by CF members.

The two spatial areas referred to in this report are as follows:

1. The PMQ—South Side Housing Lands—is comprised of over 358 houses to the north of the barracks between Corydon Avenue and Grenadier Drive to the north and south respectively, west at Edgeland Boulevard and east at Kenaston Boulevard;
2. The Kapyong Barracks site—the represents the bulk of the land currently intended for redevelopment. It consists of five adjacent parcels of land. Parcel A is bordered by the southern edge of the PMQs off of Grenadier Drive and Grant Avenue to the south. Parcel B is the bulk of the land between Grant Avenue and Taylor Avenue. Parcel C is bordered Taylor Avenue to its north and by the CN rail tracks to the south. These three parcels are boarded by Kenaston to the east and a line that connects Edgeland Boulevard north of Grant Avenue to Morpeth Boulevard north of Taylor Avenue. Two additional small parcels D and E are also part of the Kapyong Barracks site. These sits are located to the east of Kenaston Boulevard on either site of Taylor Avenue [figure 02].

Land Ownership

The area of the Kapyong site has been owned by the Federal Government since the early 1900s and from the 1920s, the land was managed by the Department of National Defence (DND). The 17 Wing in Winnipeg was responsible for the buildings and long-term infrastructure while various military units and services of the Canadian Forces were lodgers responsible for the day to day operations (Marsh, 2008). In 2001, the Kapyong Barracks was decommissioned, declared surplus in 2002 and designated for strategic disposal. The total parcel of federal land has been declared surplus. The 65 hectares that make up the Kapyong Barracks has been transferred to the Canada Lands Company. It is anticipated that the 25-hectare parcel, the South Site Housing Lands, will soon be sold for strategic disposal to the CLC (DND, 2007). Canadian Forces Housing Agency currently manages the PMQs on behalf of the DND.

OPPOSITE Figure 02—location map with surrounding neighbourhood and amenities. Orthomap of Winnipeg, modified. *Used with permission from Atlis Geomatics (2009)*

Policy & Zoning

The municipality has established development policy for the entire city through a development plan and corresponding zoning bylaw which determines how the neighbourhood can be developed. Before the Kapyong site can be redeveloped an overall site development plan must be approved that addresses the policies mandated in *Plan Winnipeg 2020 Vision, A Long-Range Plan for City Council* (City of Winnipeg, 2000).^{*} The City of Winnipeg uses *Plan Winnipeg* as a guide to assure that the city is managed consistently and cohesively (2000). There are many policies identified in the plan that are pertinent to the neighbourhood design. These policies include:

- IB-04 Support Protection & Creation of Character Areas
- 3A-01 Promote Orderly Development
- 3A-02 Promote Compact Urbanform
- 3A-03 Integrate Land Use, Urban Design, and Transportation Planning
- 3B-01 Promote Vibrant Neighbourhods
- 3B-02 Guide the Development of New & Existing Residential Areas
- 3B-04 Accommodate Commercial & Retail Development

^{*}Note: Plan Winnipeg is currently under review. A new, revised long term plan will likely be adopted in 2009/10.

Relevant to the Kapyong site with its rich military history, *Plan Winnipeg* also encourages “partnerships with other levels of government and private organizations for the development of special amenities and programming activities within character areas” (City of Winnipeg, 2000. 16). This policy has relevance for the long-term vision and maintenance of the legacy of the site.

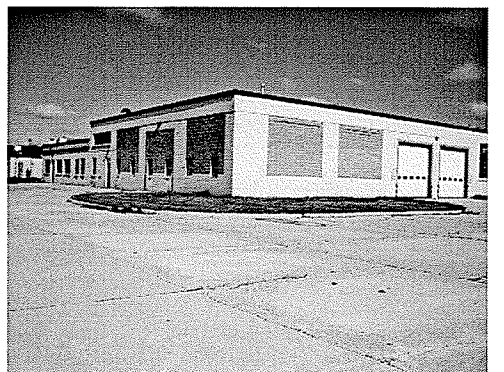
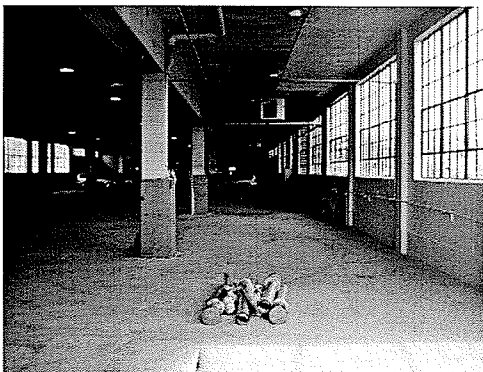
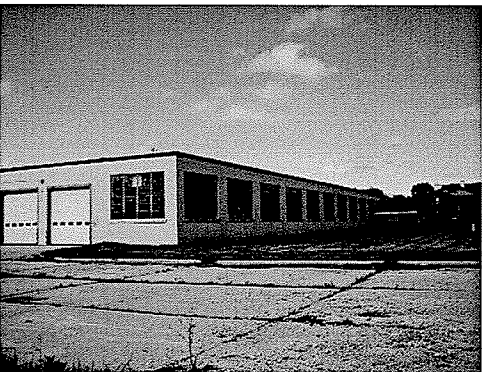
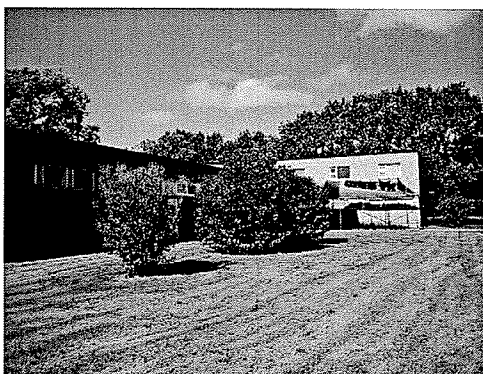
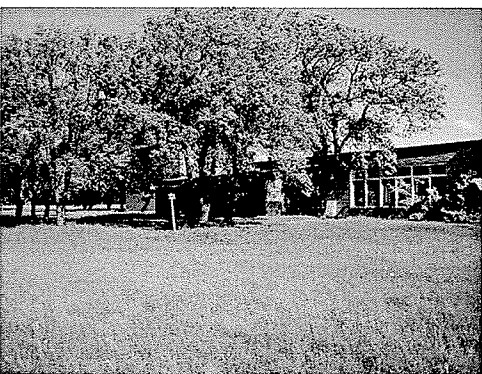
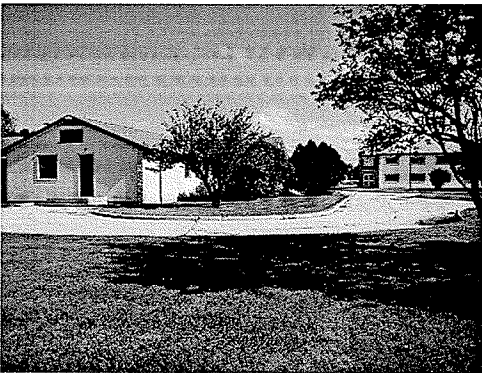
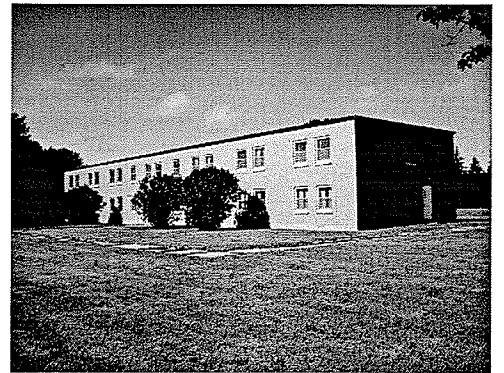
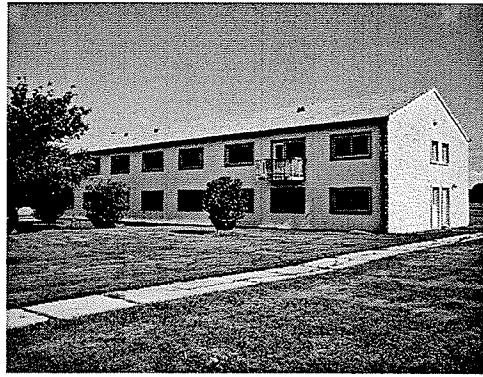
In the City of Winnipeg Planning Bylaw, *Plan Winnipeg 2020 Vision*, it is recognized that “creating healthy neighbourhoods” requires community engagement process. The term community includes residents, businesses, organizations, and schools in the identification and management of neighbourhood issues and in the preparation of improvement strategies (including the development of secondary plans where warranted)” (City of Winnipeg, 2000. 15).

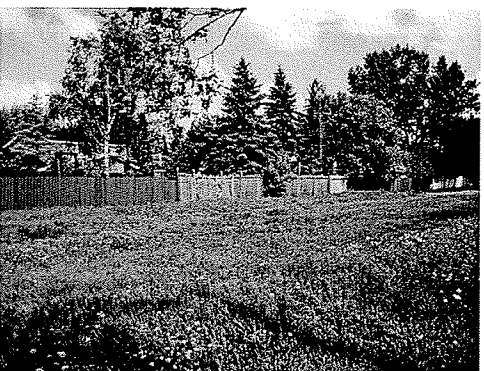
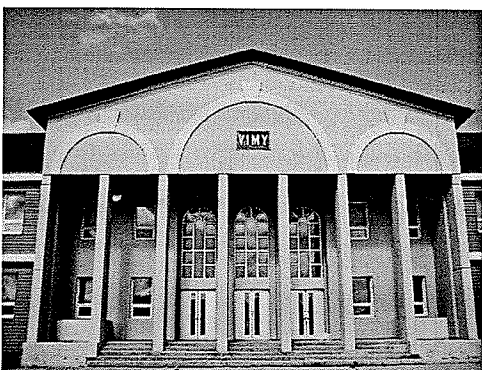
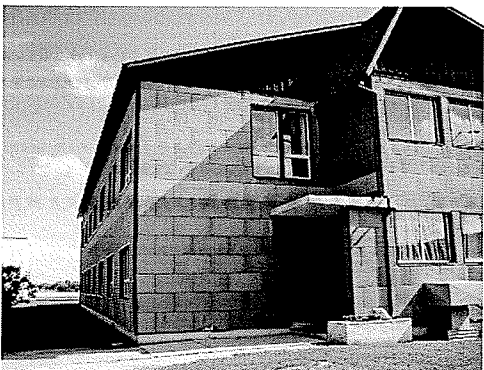
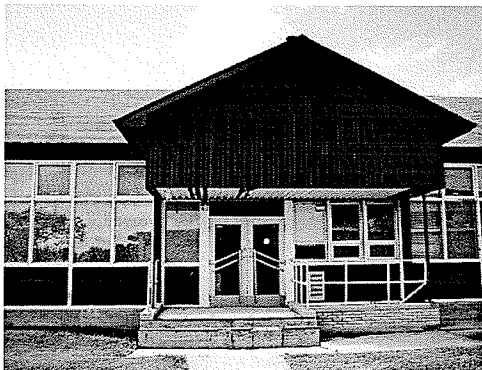
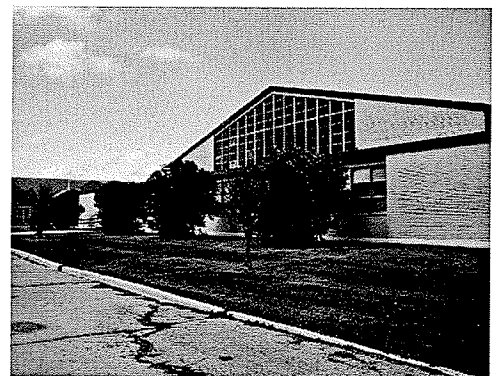
Under the new Municipal Zoning By-law (No. 200/06) the site has been designated

“Rural Residential 5” (RR5), changing from a long-standing designation of “Agricultural 5” (A5) in previous municipal by-laws. A RR5 district “is intended to provide areas for large-lot rural residential development, along with limited agricultural uses” (City of Winnipeg, 2007. 46). RR5 differentiates from other residential designations in providing the opportunity for “limited agricultural uses” and the potential for large areas land to be used for single occupancy. It also permits the development of parks or “lands for active and passive recreation needs” (City of Winnipeg, 2007. 45).

The primary ring of neighbourhoods surrounding the site are predominantly zoned residential from Residential Two-Family (R2) where the PMQs are located; “Residential Multi-Family Small” (RMF-S) to the west and “Residential Multi-Family Medium” (RMF_M) east of the principle area; “Residential Single-Family Large” (R1-L) encompassing a large portion of the housing to the west with surrounding neighbourhoods beyond the main streets east of the site as “Residential Multi-Family Medium” (RMF-M). The area also feature “Commercial Corridor” (C3) accommodating the more intensive, non-neighbourhood oriented commercial area to the east of the site on Grant Avenue (City of Winnipeg, 2007). The southern most boundary lies north of the CN mainline and is adjacent to light industrial zoned areas. The lands south of the CN Mainline are zoned “Manufacturing General” (M2) and “Manufacturing Heavy” (M3). This area has been designated in *Plan Winnipeg* as an “Industrial Policy Area.” “The recently completed ‘Employment Lands Strategy’ by the City of Winnipeg recommends that the “Industrial Policy Area” designation for this area may no longer be valid, and recommends that it be changed to allow for more mixed use employment development” (Marsh, 2008).

The Planning, Property and Development Department had begun to identify public participation process required for redevelopment, identifying the concept of a “Citizen Focus Group” to assist in the planning process (Marsh, 2006). Delays in development will require the department to review and refine the process (Marsh, 2008). A similar process was followed at Garrison Woods, a neighbourhood development that is now been upheld by the City of Calgary Planning Department as the precedent for local development (Hackman, 2008). The participatory process helps to identify the most appropriate use for land redevelopment as well the driving principles of implementation.





Rezoning and subdivision approval will be required to accommodate any land use not permitted under the RR5 zoning. Application for an Area Re-Development Plan (ARP), a form of Secondary Plan, will be required on the site to set the broad density plan and facilitate custom zoning, land use and development. The area redevelopment plan will “outline the overall intent and principles of the project” (Marsh, 2006) and will provide an overview of the proposed layout of the site. “The ‘type’ of development will drive the zoning districts required i.e. mixed use would require some sort of mixed use district, such as RMU or CMU” (Marsh, 2008). A neo-traditional or new urbanist mixed use neighbourhood development plan similar to other CLC redevelopments determine how districts are zoned. Any alteration to the zoning, to permit a ‘special’ form of development will require a “Planned Development Overlay” (Marsh, 2008).

The new Winnipeg Zoning By-law (No. 200/06) now provides the opportunity to zone land under a “Residential Mixed Use” (RMU) district that may suit the site redevelopment objectives. The new Municipal Zoning By-law also offers an opportunity for a “Planned Development Overlay 1” (PDO-1) District, which may eventually be explored to preserve the historical and natural features established by CLC. The inclusion of cultural history in the redevelopment will result in “unique characteristics that require specific regulations” (City of Winnipeg, 2007: 52). The recognition of heritage value and the development of legacy features would both benefit from a Planned Development Overlay and may also facilitate with designating the area as a PDO-1. Designating a site PDO-1 District would allow for the preservation of the long-term vision of the site and would permit the city to have greater control over future development and adaptations (City of Winnipeg, 2007: 51). If development is similar to Edmonton, or Calgary where unique street signs and monuments are featured celebrating military legacy a PDO may enable the developer to more easily implement or preserve such distinguishing details.

Political Jurisdictions

At the municipal level, the Kapyong Barracks is located in two political wards, Charleswood – Tuxedo and River Heights – Fort Garry. The site is also located in two City of Winnipeg Community Committee areas: City Centre and Assiniboia. Provincially they are part of the

Tuxedo riding. Federally they are part of Winnipeg South Centre and have been represented by Anita Neville for many years.

Public Services & Utilities

With the surrounding area as predominantly residential, the area is well situated for public services. Fire station #12, Ambulance Stations 2 & 7, Central Medial Laboratories, and Kenaston Village Clinic provide health and safety services in the area. There are no schools on the 90-hectare site, however the area is well serviced by many schools, including day-care, elementary, middle-age and high-schools located within a relatively short distance. The River Heights Library is located within two kilometers of the area, on Corydon Avenue east of the site.

Since the mid-1950s, the site is fully serviced with public works; water, sewage and electrical infrastructure. There is a combined sewer pipe running north to south from Taylor Avenue through the centre of the entire site connecting the city to sewer and water facilities. Ten meters of undeveloped area is required to protect this infrastructure.

Existing Housing & Building Stock

A varied and unique stock of buildings still stands on the Kapyong site, the majority of which were built in the mid-1950s when the site was commissioned. The bulk of the buildings are located on the Kapyong Barracks site west of Kenaston between Wilkes and Grant Avenues. Buildings include light industrial, residential complexes, warehouses and storage units, recreational facilities and military operational complexes.

A 2001 report conducted for Defence Construction Canada by Wardrop Engineering Inc. provided a survey of all the existing buildings on the site, their condition and potential for rehabilitation. The report indicated that most of the buildings would require substantial repair to meet standards for safe use (Wardrop Engineering Inc., 2001). Since closure in 2004, most of the buildings have been empty, which may have further affected their condition. Heating and basic building maintenance has been implemented. A new survey would be advisable to evaluate the potential reuse of buildings.

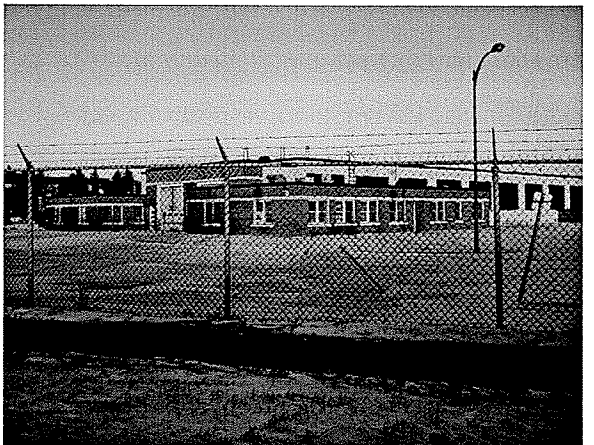
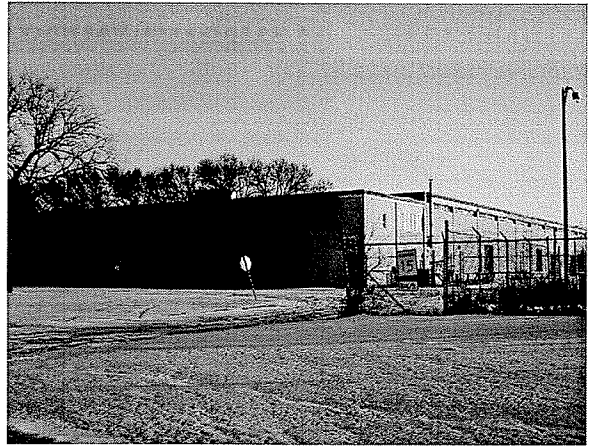
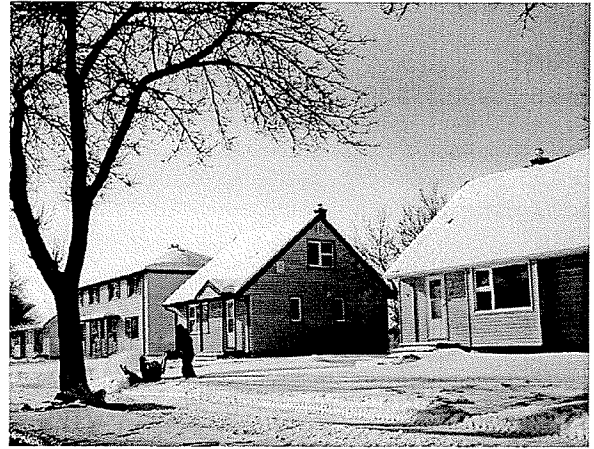
Over forty original military buildings still remain on the Kapyong site and only one

PREVIOUS PAGE
Many of the
abandoned
buildings located
on parcel B of the
Kapyong Barracks
site. © Stephanie
Whitehouse
(2009)

has been designated as a National Historic Site by the Government of Canada. The Korea Hall is located on Gault Avenue between Mons Street and Passchendale. It was built in 1956 for the purposes of a drill hall and gym, and was used as an assembly and training facility. The facility included lockers, washrooms, a canteen, a band practice room, office and storage facilities and a firing range (Wardrop Engineering Inc, 2001). It is a one-storey concrete and steel structure, with an area of approximately 2178 meters square.

In 2001, the Wardrop report identified that several rooms of the Korea Hall contained “miscellaneous hazardous materials, including miscellaneous cleaning supplies, paints, oils and explosives” as well as “light fixtures with PCB-containing ballasts” (Wardrop Engineering Inc, 2001. 37) however, the 2 PPCLI removed all explosives when they relocated. The building will require an environmental assessment before it can be reused.

The National Heritage website has yet to specify why the building has achieved a heritage designation. This designation formally recognizes the building for its heritage value and requires that it be preserved and rehabilitated following the *Standards and Guidelines* outlined by Government policy (Government of Canada, 2003). The Korea Hall is still used upon occasion for use for the training of the military cadets. Interviews with



members of the military reveal that the cultural significance of the building was important to the community and it has been suggested that the cultural significance of the site may be the reason for its heritage designation.

Interviews conducted with the military community suggest that there are other culturally significant locations and buildings on the site. A survey by the Municipal Heritage Unit of Planning, Property and Development Department, similar to that conducted at the Currie Barracks in Calgary, would aid in the recognition of additional locations on the site with heritage value. At the Currie Barracks over a dozen sites and buildings have been designated as either Provincial Heritage with several additional buildings recognized by the Municipal Heritage for having a variety of cultural and architectural significances. While the conservation of buildings and sites may cause challenges to the design and redevelopment of the site, heritage conservation can provide long-term benefits to the site's cultural and economic value.

There are 18 different styles of PMQ houses on the South Site Housing Lands. Houses include one and two-storey single family homes as well as duplexes (Wardrop Engineering Inc., 2001). CLC has successfully refurbished many of the PMQ housing on other sites, providing both the opportunity for affordable housing as well as a connection to the history of the site. At the Kapyong site housing conditions vary, particularly for those houses that now stand empty. Salvaging houses for refurbishing will require an assessment of their current structural condition.

Parks and Recreational Facilities

With many surrounding residential neighbourhoods, the Kapyong site is well situated for community and recreational services. The Kapyong site is a short walk or bike ride to one of Winnipeg's largest urban parks, the Assiniboine Park. Just south of Assiniboine Park is the Assiniboine Forest one of seven Winnipeg Nature Parks, offering a pathway through 282 hectares of forest. Other parks in the area include a neighbourhood park in Tuxedo South to the west. Many small parks and green public spaces can be found within the surrounding neighbourhoods particularly to the west of the site, however because of the non-grid design of the neighbourhoods they are not particularly

OPPOSITE PMQ houses; the old athletic field at Kapyong Barracks (parcel A); Storage equipment building (parcel C); Transport building (parcel D).
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accessible to pedestrians and lack features that make them 'destination' points.

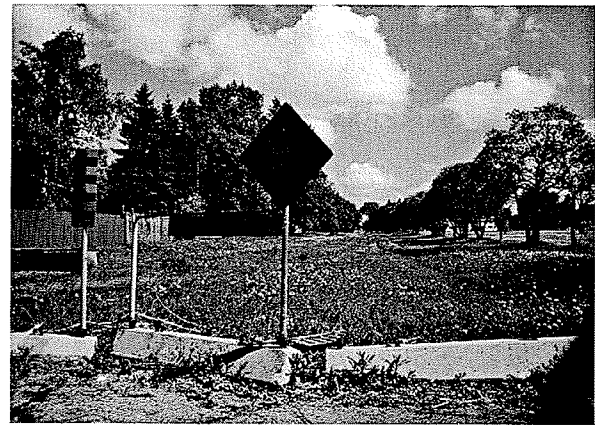
The Tuxedo Community Centre is located less than a kilometer from the site close to the Assiniboine Park. It is a fitness and family-oriented public facility featuring outdoor tennis courts and a wide range of programming. The facilities are currently expanding to include a tennis clubhouse. The Sir John Franklin Community Centre is also in proximity to the site, located at the corner of Grosvenor and Renfrew Street. The area is close to three private recreational and fitness facilities all of which are within a relatively close distance to the site. The Rady Centre and the Refit Centres are private membership gyms providing modern fitness facilities. The Pan Am Pool is also accessible to the site via Grant or Taylor Avenues. While there are several fitness facilities in the area, there is a great opportunity to provide access to recreation on the site at Lipsett Hall located between Corydon and Grant Avenues. Built in 1957, the building is one of only a few on the north parcel of the Kapyong site surrounded by athletic fields. It was used as a 17 Wing athletic facility and features a swimming pool, gymnasium, and weight-training facilities. Surveyed almost 10 years ago, it was considered in "fair condition" (Wardrop Engineering Inc., 2001).

RIGHT A Tuxedo neighbourhood café on Corydon Avenue; Rows of trees on either side of land between parcel A and Tuxedo neighbourhood, used as pathway in winter; Heavily trafficked intersection at Kenastorn Boulevard and Grant Avenue looking south west towards Kapyong Barracks.
© Stephanie Whitehouse (2009)

Transportation

The Kapyong site is well situated for accessibility through various modes of transportation. Office, commercial and park destinations are easily accessed by vehicle and public transportation, as well as alternative modes of transportation including cycling and walking. The site has great potential for pedestrian access to commercial and recreational facilities in the surrounding areas, however heavily used major thoroughfares will need to be considered in establishing pedestrian networks that access the greater area.

The site is well served by public transportation. Routes 65 and 66 on Grant Avenue, and routes run west east along Grant Avenue connecting to amongst other destinations Grant Park, Pembina Avenue and Unicity. Route 66 also has a bus running north to Polo Park, alternatives north include route 67, 78, 79 and 95 all accessed within walking distance of the site (Winnipeg Transit, 2008). These routes make the site highly accessible to the greater city, including the city centre, University of Winnipeg, and University of



Manitoba. Routes are also available along Corydon and Taylor Avenues. A *TransPlan 2010: Moving Toward Solutions* report was written in 1998 to provide vision and policy direction for the Winnipeg public transit system, which included recommendations for a “major transfer station” be developed at Grant and Kenaston (Winnipeg Transit, 1998. 91). The provision of public transit hub was to provide alternative modes of transportation recognizing that growth in vehicle use along Kenaston would be likely as a result of continued development in the south of Winnipeg. The most recent proposals for Winnipeg Transit Improvement and “Future Transit Development” make no mention that the Kenaston transportation hub is in the works (City of Winnipeg, 2008).

A *Cyclist’s Map of Winnipeg* identifies the safest, least trafficked routes in Winnipeg. The following routes in proximity to the site have been identified for use by cyclists: Taylor Avenue has signs for cyclists and varies in safety from west of Kenaston has light to medium traffic and east of Kenaston has medium to heavy traffic. Running north south connecting to other routes Lindsay Street is a recommended path with light to medium traffic as well as Shaftesbury, which provides a multi-use path with access to the park (Manitoba Cycling Association, 1999).

The older neighbourhoods of Tuxedo, River Heights and J B Mitchell adjacent to the site are designed to encourage both auto and pedestrian activity, however newer development in Tuxedo South has been negligent at encouraging pedestrian activity. Despite proximity to public transportation, parks, services and amenities the auto-centred design of newer neighbourhood development, which neglected to provide adequate sidewalks and to consider easy access to local amenities by alternative modes of transportation.

Street System Internal & External

At present there are no public right-of-way roads on any of the sites with the exception of the South Housing Site. At time of use, parcel B of the Kapyong Barracks was isolated from the public and was accessed through a main gate off of Grant Avenue. There was, and remains, a system of internal roadways on the Kapyong Barracks. Parcel A has an access road off of Kenaston, and is otherwise without an internal road system. Parcel

C, south of Taylor Avenue, has an access road off of Taylor, which was not an official roadway. Both Parcel D and E are accessed via Kenaston Boulevard or Taylor Avenue.

All of the streets on the CFB South Site are named in reference to the military heroes and battle honours. Because the land is currently Federally owned, none of the names are officially registered with the City. The City maintains the authority over street names and alterations will require application to Public Works. A subdivision application is required to make these streets public right-of-ways.

The area is parceled into lots bordered by traffic arteries [figure 01] and is highly accessible by major traffic arteries, in particular Kenaston Avenue (route 90), which crosses the city north to south from the North Perimeter Highway (Highway 101) to Bishop Grandin (route 165). The TransCanada Highway, which runs along Portage Avenue, is the major arterial route to the city centre. It is within 3 km of the site. East to west the area is served most immediately by Corydon Avenue (route 95) and Grant Avenue (route 105), which connect the site to major arterial roads providing for easy access to most of the city. Grant Avenue is a major thoroughfare that connects the city east to west.

At the time the Wardrop report was conducted it was estimated 100,000 vehicles used the major roadways adjacent to the site between 7am and 7pm (2001). The area is considered to be a transportation hub and the expansion of Kenaston Avenue to accommodate for new development south of the site such Waverley West was proposed in the *TransPlan 2010: Moving Toward Solutions* (City of Winnipeg, 1998).

Natural Environment

The Wardrop engineering report included a survey of the biophysical features conducted by a multidisciplinary team comprised of environmental scientist, biologists, soil scientists and environmental engineers. A survey of the site's physical heritage indicated little distinct or unique about the site (2001). Some soil contamination was noted where the mechanical facilities were located on the southern-section of the site and remediation will be required in this area.

In 1995, a study was conducted by Cynthia Cohlmeier for the 17 Wing Winnipeg to identify the prairie vegetation on both north and south sites with the interest of

exploring environmentally sound vegetation management (Cohlmeyer, 1995. 1). *Long-range Landscaping and Vegetation Management Plan* provided a Prototype Vegetation Management Plan (PVMP) for the site including recommendations for the preservation of the natural prairie vegetation present on the site. The objective of a long-range landscaping and vegetation management plan is to reduce the maintenance costs of landscaping as well as reduce negative environmental impact of grassed areas (Cohlmeyer, 1995. 1). The report encouraged the naturalization of habitats, which would enable the landscape to exist free of management and with little maintenance (Cohlmeyer, 1995. 12).

Both the Wardrop and the Cohlmeyer report indicate that the site contains no Ecologically Significant Areas (ECA)—“plant species or communities that are rare and/or representative of the original, pre-settlement vegetation or which provide habitat for rare wildlife species” (Cohlmeyer, 1995. 27). Nor does the south site provide a habitat for many wildlife species. Currently the site is predominantly mowed grass, now inhabited by gophers and birds. Tall grass, aspen and oak forest are part of the sites natural environment with mature growth trees ranging in age from forty and eighty years old (Cohlmeyer, 1995).

Neighbouring Communities Profile

Five neighbourhoods surround the site in the primary ring: Tuxedo; South Tuxedo; Tuxedo Industrial; Mathers; and J B Mitchell [figure 01]. J B Mitchell and Mathers are located in River Heights West census tract. Tuxedo, Tuxedo South and Tuxedo Industrial are located in the Assiniboine South tract. The demographic of the area is diverse, differing greatly between neighbourhoods. It is represented by a broad range of income and age. Housing types is also varies between neighbourhoods, represented from a range of multi to single family dwellings.

Mathers neighbourhood is an area of .76km² and has a population of 2,510. The main period of construction in Mathers was between 1946 to 1985. The area is represented by a broad range of population with nearly twenty-five percent of the residents over the age of sixty. Nearly fifty percent of the households in the area are single occupancy. The median household income in this area is \$36,288, lower than the city median income of \$43,383. Of the neighbourhoods in the primary neighbourhood

vicinity, Mathers has the lowest income. Of the 1,410 private dwellings, nearly 70% are apartment dwellings with over 40% of the dwellings rented. The average value of dwellings in the area is lower than the city average of \$100,525 at \$78,233 (City of Winnipeg, 2001).

J B Mitchell has a population of 2,160, which has increased 10% between the 1996 and the 2001 census, and is represented by all ages of population. The neighbourhood consists of a land area of .59km². The median household income is only slightly higher than that of Mathers at \$37,004, which is also lower than the city median income. Like Mathers, the area is represented by smaller household occupancy with 38% of the population is single occupancy and 36% two person households. Of the 1,050 dwellings, approximately half are apartment buildings with fewer than five storeys, while the other half are single-detached, semi-detached and row houses. Just over 50% of the dwellings are owned, with an average value of \$79,875, similar to Mathers and lower than city average. Like Mathers, the area was built predominantly between 1946 and 1985. No dwellings have been built in the area since 1985 (City of Winnipeg, 2001).

The population of Tuxedo is 2,655 within an area of 2.36km², much larger and less densely populated than the previous two neighbourhoods. The population break-down by age is similar to the City average. One of the distinguishing statistics of the neighbourhood is the median household income, which is over \$60,000 higher than the city median income at \$106,256. Unlike Mathers and J B Mitchell the area has a higher percentage of married couples with children at home representing 57% of the area population. The majority of households have more than two persons, with only 8% as single occupancy households, which may be influenced by the lack of apartment buildings in the neighbourhood. Of the 875 dwellings just over 80% are owned with 815 as single-detached houses and the remainder semi-detached houses. 10% of the dwellings in the neighbourhood were built prior to 1946, with the majority of building occurring between 1946 and 1980. Most notable about the Tuxedo area is the average house value of \$222,345, which is more than double the city average (City of Winnipeg, 2001).

The neighbourhood of South Tuxedo was predominantly built in the 1980s on an area of land 2.09km². The population is 3,555, with a slightly higher than city average of its

population 45 years of age and older. Nearly 60% of this population is married with 52% living in a household with 2 residents. Like Tuxedo, South Tuxedo's household income is higher than the cities at \$75,902, though not as high as Tuxedo. With 1,405 dwellings, just over half are apartment buildings the majority of which are no more than five storeys high. Single-detached houses represent the rest of the dwelling units numbering 700 in total. The average value of dwelling, like Tuxedo, is substantially higher than the city average at \$211,834. The majority of dwellings in the area were built between 1971 and 1990, though building in the area is still occurring with 90 new dwellings built between 1996 and 2001 (City of Winnipeg, 2001).

Tuxedo Industrial consists of no residential properties and there is no census data available about the site. ❁

“The military history of Manitoba is quite varied and to highlight the Kapyong Barracks as simply a place where the PPCLI was stationed does a disservice to the other people who were stationed there....There were hundreds of other people doing their job to support the Artillery before the PPCLI and while the PPCLI and the RCR were there.”

Captain M J Rozak, *Heritage Officer/Museum Director (retired)*, 17 WING WINNIPEG



27th BATTALION R.M.C.M.P.

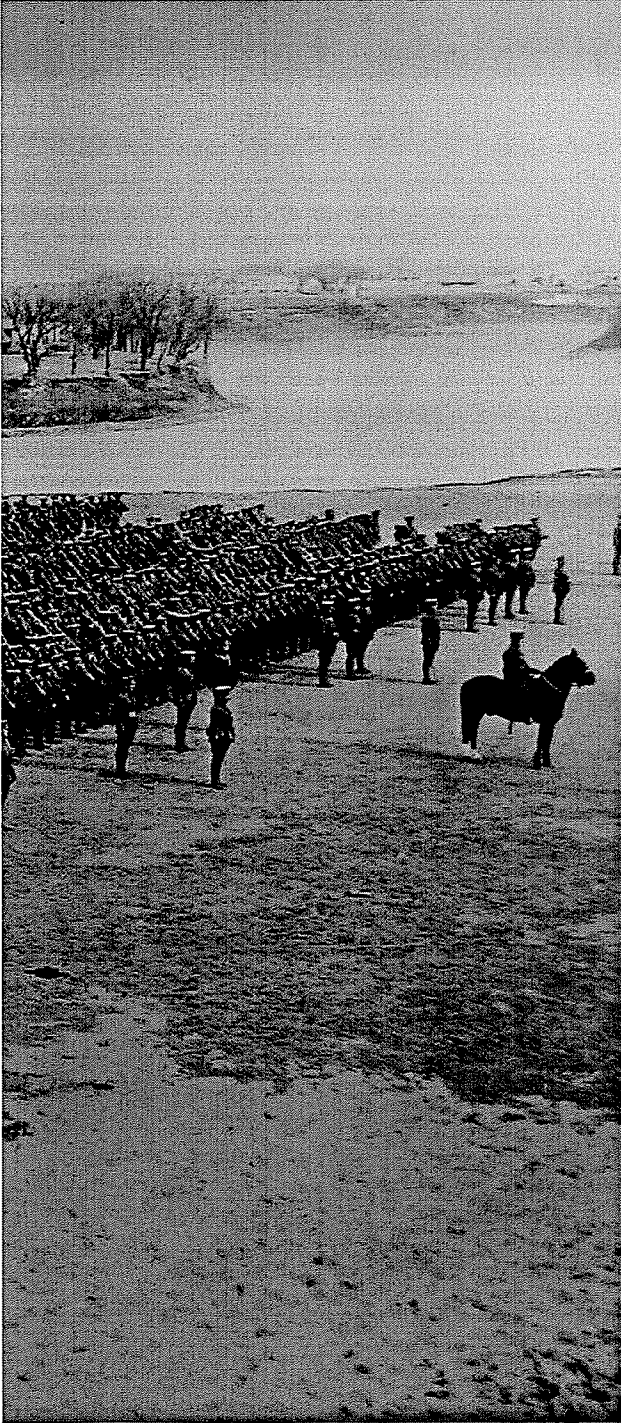
Archival research

Introduction

As representative of a distinct time in the history of Canada and Winnipeg, the Kapyong Barracks is a truly unique site. The Kapyong Barracks is the last in the line of barracks used by Regular Force Army in the City of Winnipeg. While Winnipeg still has Canadian Forces presence, the CFB Winnipeg 17 Wing North is primarily for the purposes of Air Command administrative and command-control services, housing some military logistics services as well.

Like many of the Canadian Force Bases (CFB) across the country, the Kapyong Barracks was built at a time when war had made a great impact on the everyday lives of people, some of whom had been through World War I, World War II, and the Korean War and were entering the Cold War—a perceivably real threat in the wake of the first atomic bomb being dropped and recent world wars. Soon after the end of the Korean War, in the mid-1950s, the Canadian Government expanded the military to approximately 100,000 regular serving personnel

LEFT The 27th Battalion's last parade before leaving for France to fight in the First World War, 1915. Military-27 Battalion 1. Winnipeg Art Studio Photo. Figure used with permission from Archives of Manitoba (2009)

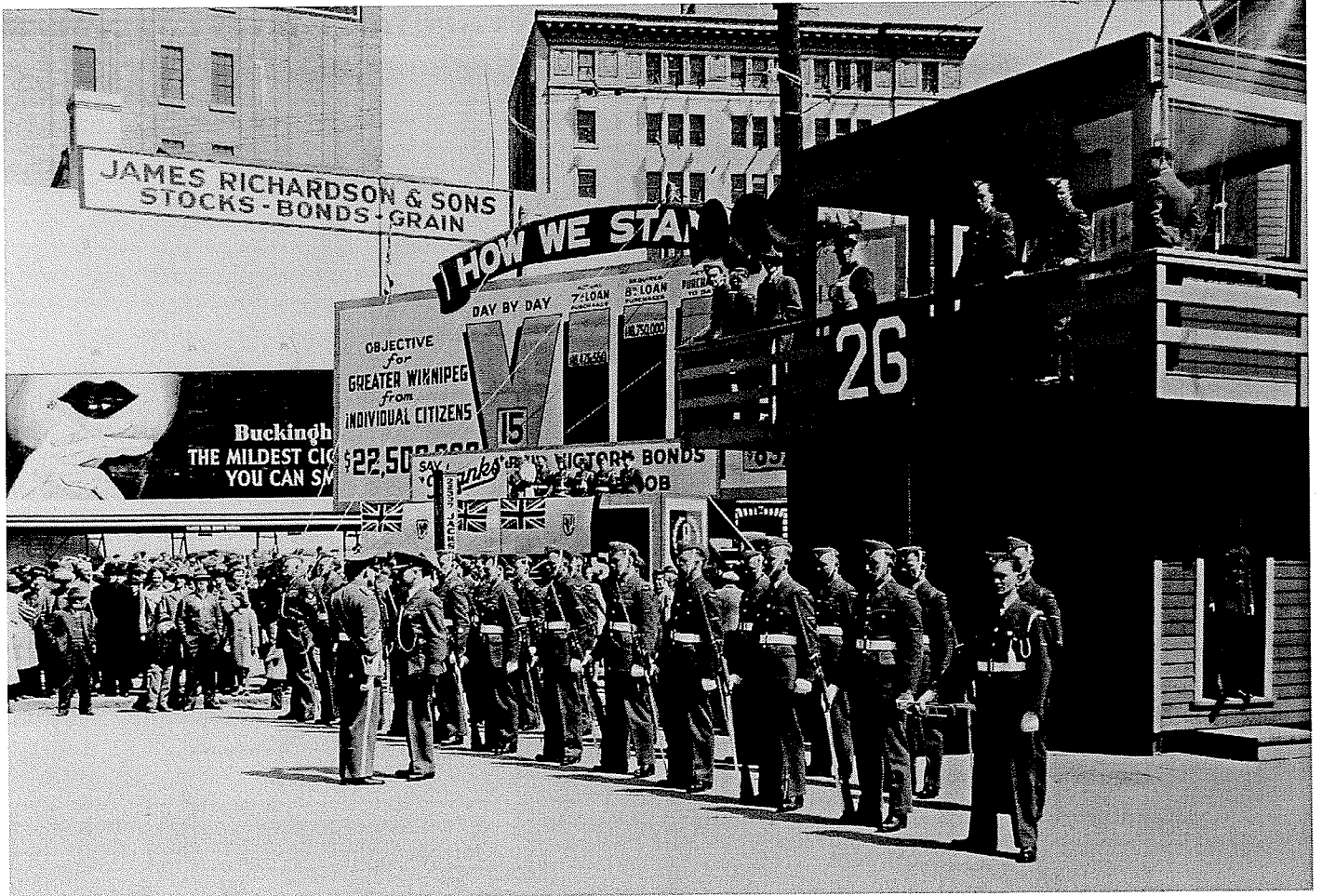
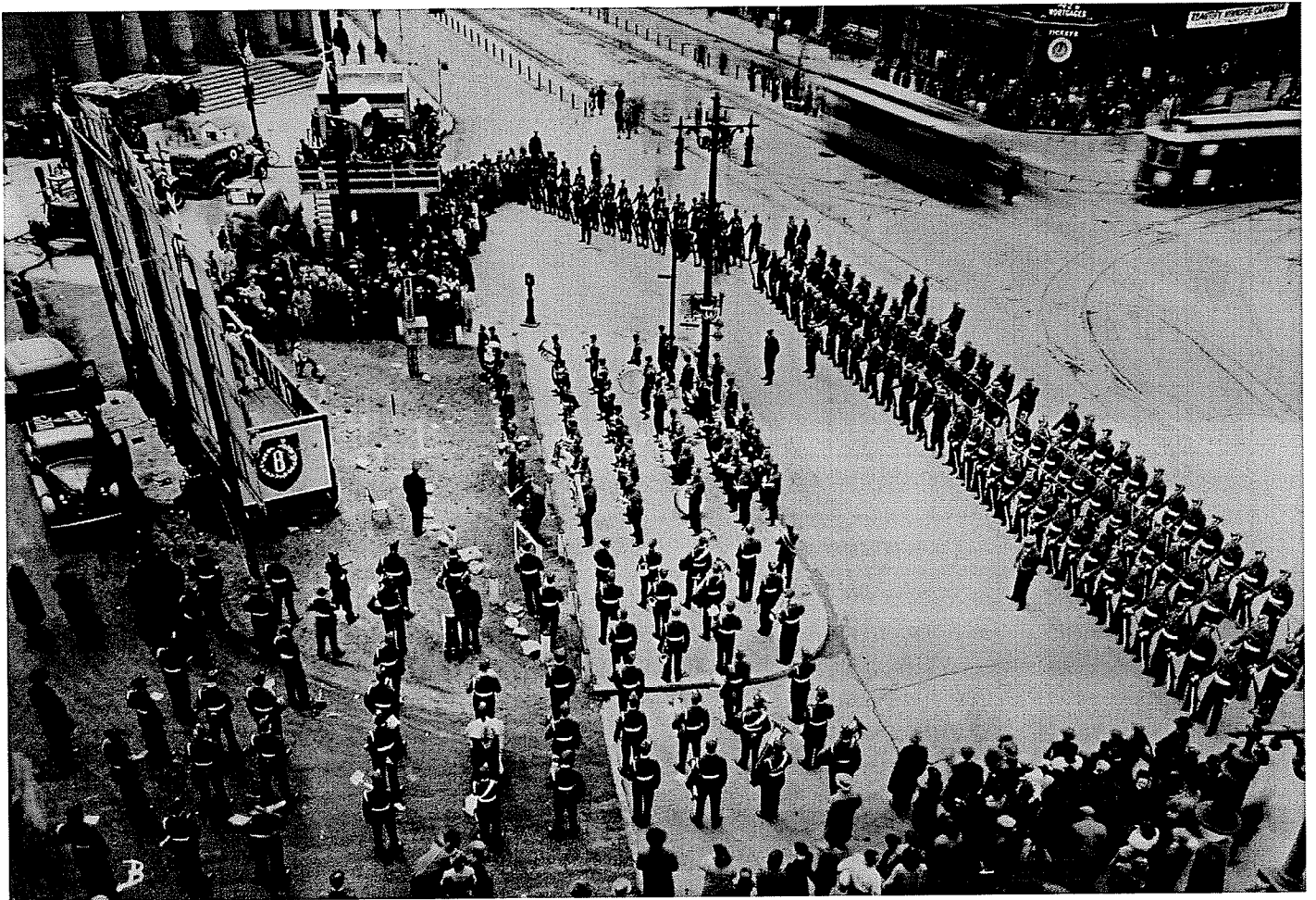


(“regulars”) a substantial number in contrast to the approximate 4,000 regulars between the World Wars (George, 2008). It is at this time that the Kapyong Barracks and others like it across the country, were built—in response to the Cold War, to support the training of Canada’s regular force, and at a time when the threat of war was a near experience for Canadians.

In his book *Understanding Military Culture*, Allan English observed “change has been a constant companion of Canada’s armed forces in the last half of the twentieth century” (English, 2004. 3). From funding and structural changes to political changes, the Canadian Forces have been subject to the wills of a changing Government and the demands of the Canadian public who elect them as well as to the state of the political world at large. While the 1950s and 60s were a time of growth for the military, the 60s and 70s saw the three services of the Forces—the Royal Canadian Air Force, the Canadian Army and the Royal Canadian Navy—became one legal entity under the Canadian Forces Reorganization Act (English, 2004). By the 1970s cuts to the military budget had once again been implemented. Changes to structure, funding, politics both global and local, have meant that the Canadian Forces have had to remain constantly flexible to relocation. This change inevitably impacts on the military’s sense of place in Canadian cities and on the public’s awareness of military culture, community and history.

Many new generations of Canadians and some older, who had directly experienced the devastation and loss of war, have had for several decades an ambivalent relationship with military war efforts. Marc George, director of the Royal Canadian Artillery (RCA) Museum in Shilo, observed that in recent years many Canadians prefer to think of Canada as a “peaceable kingdom,” compartmentalizing military history as belonging only to the military (George, 2008). This perception is at odds with the reality that millions of Canadians have at one time or another been involved in military service for or on behalf of Canada. It denies that the military feats during times of war, particularly during the First and Second World Wars, “helped to shape Canada as an independent and modern nation” (English, 2004. 41). George pointed out the obvious contradiction of the reluctance to acknowledge Canada’s part in global military efforts observing that no

RIGHT Changing of the Guards at the Victory Loan Drive at the intersection of Portage Avenue and Main Street, May 12, 1945. Foote 2362. N3003; V.E. Day at the corner of Portage Avenue and Main Street, May 7, 1945. Foote 2358. N2999. Figure used with permission from Archives of Manitoba (2009)



generation of Canadians has lived through a time when there has not been a war (2008). Since the first shooting war, the North West Rebellion in 1885, 1.8 million Canadians have served in conflict. Showing recognition to the military culture, George argued, is not just paying homage to the soldiers but is acknowledging that this is part of the history of Canada (George, 2008).

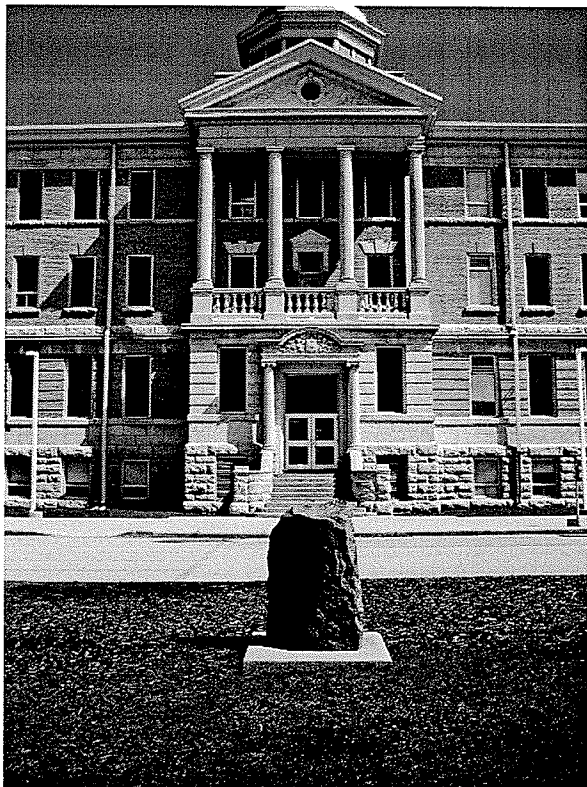
The closing of the barracks across the country marks the end of an era in Canadian history, one in which military effort and services maintained a strong physical presence in urban settings. Since the end of the Cold War the number of regular force has been reduced to between 60,000 and 70,000. Cities have changed and grown, consuming land surrounding many urban CFBs while new technological advances in military require more area for complex training. For the Department of National Defence (DND), running urban bases such as Kapyong Barracks was no longer efficient. However, the removal of the military barracks from urban environments across the country runs a risk of further compartmentalizing Canadian military service and furthering the inability for Canadians to recognize Canada's role in military efforts world wide. Regardless of what side one sits

on in the debate about funding military service, military service has been and continues to be a significant part of Canadian history.

The Government has established an arms-length crown-corporation to manage the strategic disposal of Federal surplus lands such as the former Kapyong Barracks in Winnipeg perhaps without realizing the important role this corporation has in the preservation of significant Canadian history.

RIGHT PPCLI commemorative cairn in front of the former Agricultural College and Fort Osborne Barracks (Tuxedo), now the the Asper Jewish Community Centre.

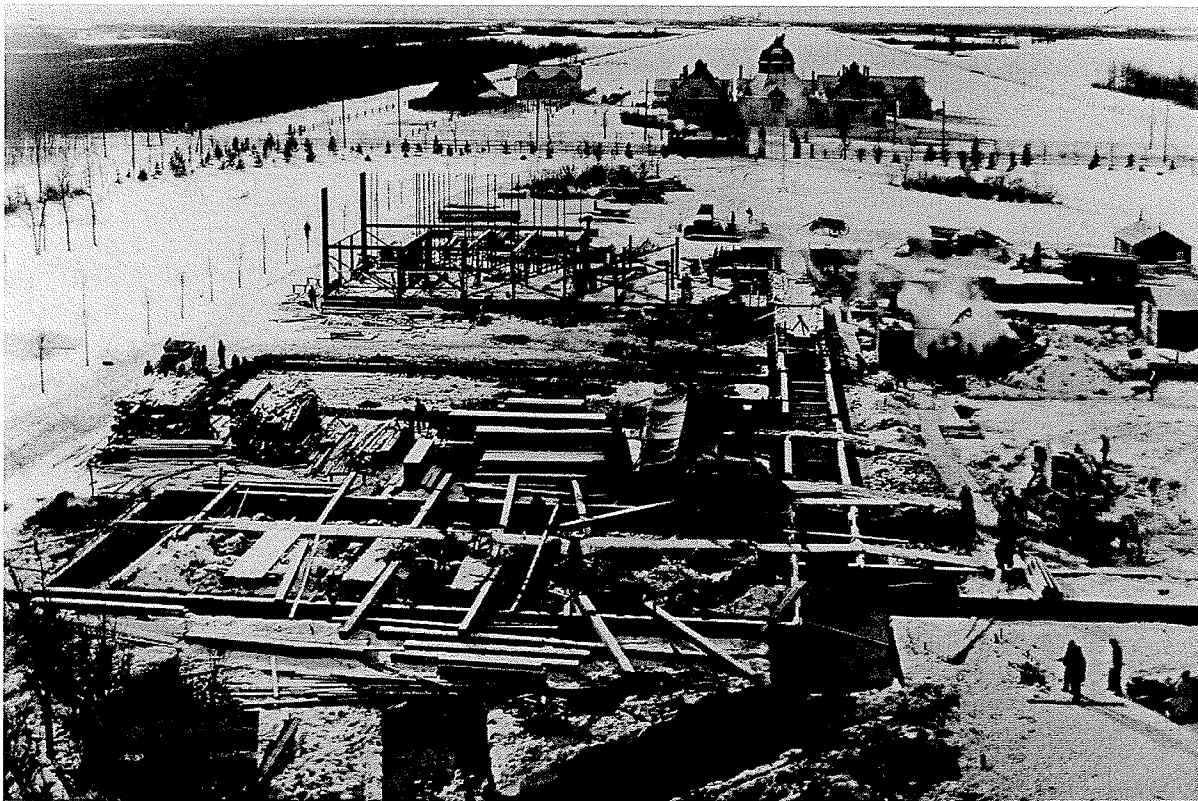
OPPOSITE Construction of Fort Osborne Barracks (Tuxedo Site), February 3, 1919. Foote 2349. N15911. Figure used with permission from Archives of Manitoba (2009)



Given to a traditional developer, the history of this site would likely be neglected and cultural significance would be lost. This has already been shown in the absence of historical reference at the original Fort Osborne Barracks north and south sites. The second in the line of Fort Osborne Barracks sites was sold in 1968 to the Province of Manitoba and was used as office space until it became the Asper Jewish Community Centre in 1997. Reference to the rich historical significance of that site is negligible save for the presence of a plaque in the entrance hall of the facility and a cairn in front of the old Agricultural building, a memorial initiated and funded by an association of the Canadian Forces. While some original architecture has been preserved, the vast and varied historical significance of the site is an under utilized asset that is a part of Canadian and Manitoban cultural history.

Historical Site Development

Early settlement by Métis farmers in the general vicinity of the site has been estimated around the 1830s, though almost no artifacts nor archival data remains from this and from pre-contact activity (Northern Lights Heritage Services, 2000). The territory of Assiniboia,



of which the Kapyong site is a part, was granted to Lord Selkirk in June of 1811 by the Hudson Bay Company and was speculated as lots 931 and 932 in the 1830s. In the 1850s the land was surveyed and divided into 2-mile lots extending from the Assiniboine River south and was sold to private owners. Lots 931 & 932 became lots 1 & 2 and were owned by John Irvine and François Xavier Welsh respectively. They lived on the lots until they died 1870s. A land survey from 1874 indicates that both lots 1 & 2 were predominantly prairie & meadow-land, with wood-land closer to the river, and a small portion on Lot 1 next to the river “under cultivation” (Manitoba Archives, 1874).

In 1880, the lots were extended to 4-miles south, the same year the First Municipal Division under Provincial Act saw the Province partitioned into 31 municipalities (Greater Winnipeg Planning Division, 1970). The lots, part of the Parish of St. Charles, remained in private ownership until 1905 when the City of Winnipeg purchased a 6-chain width, 283 acres south of the Assiniboine River for the purposes of developing a city park and establishing the Agricultural College (Greater Winnipeg Planning Division, 1970). The College was built in 1906 to teach students about farming practices and was the only college of its kind in Western Canada at that time (Northern Lights Heritage Services, 2000).

The area adjacent to the Agricultural College was subdivided and the land west of the College was purchased by investors Tuxedo Rock Co. Ltd. The Tuxedo area was incorporated in 1911 and was subsequently developed as residential and park land. The Olmsted Brothers of Brookline, Massachusetts designed the “town of Tuxedo” and the Assiniboine Park “with principles of harmonious combinations of city and country, dwelling house and garden with adequate open space for life, health and beauty of environment” (Greater Winnipeg Planning Division, 1970). The Olmsted brothers were responsible for the creation of more famous landscapes such as Central Park in New York, and the grounds at the White House in Washington, DC. In Winnipeg, they created what is now one of the City’s most prestigious neighbourhoods.

In 1913, the Agricultural College relocated to Fort Garry, unable to expand within the relative proximity to the college buildings as a result of Tuxedo and Assiniboine Park. For a short period of time, between 1914 and 1917, the former College building was occupied by the School of the Deaf. It is in 1917 that the Canadian military first moved into the area

north of the Kapyong Barracks site. During the First World War the Agricultural College was transformed into a military hospital. By 1919 the Fort Osborne Barracks, which had resided at Osborne and Broadway, was relocated to the area, the site of Kapyong Barracks however, remained undeveloped prairie meadow until the mid-1950s.

The first Fort Osborne Barracks was established in Winnipeg in 1872, two years after the Manitoba Act was signed. Located at what is now the Manitoba Legislative Grounds, the original barracks building was located near to where the Government House now stands. The Fort Osborne barracks were named after William Osborne Smith, “one of the most highly regarded and patriotic military officers in our Canadian History” (Winnipeg Free Press, 1963). Lt-Col Osborne Smith was of British decent, and hailed from the Osborne family whose military legacy dated back five generations (Winnipeg Free Press, 1963). Osborne Smith moved to Canada in the 1850s with the 39th regiment and was appointed “first commander of Military District No. 10 in October 1871” (Winnipeg Free Press, 1955).

Most Manitoba Military units were at one time garrisoned at one of the original Fort Osborne Barracks including the Queen’s Own Cameron Highlanders, Princess Patricia’s Canadian Light Infantry, the Winnipeg Rifles, the Queen’s Own Rifle, the Lord Strathcona’s Horse, and the Royal Canadian Horse Artillery. Almost all of these units still maintain a presence in Manitoba.

By the 1910s the area of the original Fort Osborne barracks was planned for the development of the Legislative Grounds and the barracks relocated to the Tuxedo site. In 1919 the Canadian Forces began the expansion the old Agricultural College facilities to accommodate training. The original Fort Osborne Drill Hall burned down in 1919, and many of the stones were salvaged for reuse at the Drill Hall at the Tuxedo site (Winnipeg Free Press, 1955).

While the Fort Osborne Barracks (Tuxedo) had housed the military for three decades, the area in discussion had remained undeveloped prior to the 1950s. It was speculated that the land may have been frequently been used for military field training (Northern Lights Heritage Services, 2000) and was noted that during the Second World War Veterans did “Bren gun carrier and machine gun training” on the land that is third

Fort Osborne Barracks (Marsh, 2008). It was noted that similarly, the undeveloped land adjacent to the Kapyong Barracks was used for field training purposes (Zelazny, 2008. Best, 2008).

In the 1950s at the onset of the Cold War the Government began investing substantially into building up the Canadian Forces. Several Barracks were developed across the country and the site that is now referred to as Kapyong Barracks was slated for development. In the mid-1950s the Canadian Forces had begun to build on what was then “the south-western outskirts of Winnipeg” (Winnipeg Free Press, 1955). Substantial investment by all levels of Government funded the development with the largest amount being provided by the Federal Government (Winnipeg Free Press, 1954).

New development of the Fort Osborne barracks in the 1950s was marked with enthusiasm. A *Winnipeg Free Press* article on May 28, 1955 headlined “Fort Osborne—A Shining New City Within A City” (Winnipeg Free Press, 1955) and outlined the construction expenditures, substantiating on what was being built on the site. The issue also featured one of the only aerial shots available of the site development with the headline: “Wartime Stations—Peacetime Wonders”. The development of the site was at the time considered an expansion of the existing Fort Osborne barracks, providing additional work facilities, accommodations for a thousand military men and two hundred additional Permanent Married Quarters (Winnipeg Free Press, 1954). The investment in infrastructure and building as well as the increase in the number of residents would benefit business in Winnipeg and in the vicinity of the barracks, spawning new development in the area.

When development of the new Fort Osborne Barracks (Selkirk Lines) began, the Royal Canadian Horse Artillery (RCHA), a regiment of the Royal Canadian Artillery (RCA), had just been re-stationed at the Fort Osborne Barracks (Tuxedo). The RCHA were the first military service to be garrisoned at the new development along with several other military service units, which enabled the effective operations of local military forces. Prior to the military integration in 1968, several military logistics services were located at the Fort Osborne Barracks (Selkirk Lines): the Royal Canadian Army Service Corps (RCASC) Company; No 16 Royal Canadian Ordnance Corps (RCOC) Supply Depot; and the Royal

Canadian Electrical and Mechanical Engineers (RCEME) Workshop. After the closure of the barracks, many of these services were relocated to the 17 Wing (North Site) as Base Transport, Base Supply and Base Maintenance (Land) respectively (Best, 2008). The RCHA remained at the Fort Osborne Barracks (Selkirk Lines) for a short period until they were garrisoned in West Germany in 1957 for two years. After returning they were based in Winnipeg at the new Fort Osborne Barracks until the late 1960s.

Both the RCHA and the 2 PPCLI occupied the site for the greatest amount of time. The RCHA was replaced at the Fort Osborne Barracks by the Second Battalion, Princess Patricia's Canadian Light Infantry (2 PPCLI) in 1970. The Princess Patricia's Canadian Light Infantry's history at the Fort Osborne Barracks dates back to the 1920s when the first in the Patricia's line were located at the Tuxedo site. During the Second World War the Fort Osborne Barracks (Tuxedo) operated as a PPCLI depot where hundreds of men enlisted to join in the War efforts. Thousands of the soldiers from Manitoba, Saskatchewan and Eastern Ontario who served in wartime efforts first enlisted with the PPCLI at the Fort Osborne Barracks Tuxedo, though not all remained PPCLI. The Second Battalion, Princess Patricia's Canadian Light Infantry was formed in 1950 in response to the outbreak of the Korean War (Liebert, 2008)

The Fort Osborne Barracks was renamed the 17 Wing (CFB South Site) in the late 1960s around the time when the Canadian military service was being restructured and amalgamated. The PPCLI subsequently re-named the site the Kapyong Barracks in 1973 to honour of the 2 PPCLI's heroic efforts during the Battle of Kapyong in Korea. The site still officially operated as a 17 Wing (CFB South Site) by the 17 Wing (CFB North site) but has since been referred to locally as "the Kapyong Barracks."

Since development, the CFB site has seen great change in the surrounding area. Up until the 1950s both Taylor Avenue and Grant Avenue extended eastward only as far as Waverly Street. By the 1960s Grant had extended as far as Kenaston Boulevard and was beginning to feature residential property as well as the addition of the John Dafeo School (Henderson Directories, 1930-1970). The city of Winnipeg has continued to grow southwards and westwards surrounding the site. Between 1921-1961 the population of Tuxedo had remained relatively constant, increasing from 1,062 to 1,627 over the course of

forty years. From the 1960s-1970s the area experienced an increase of population by eighty-eight percent (Greater Winnipeg Planning Division, 1970). An aerial view of the site from 1971 indicates that the area surrounding the barracks had not been affected by the growth. A photograph from the 1990s reveals how city growth had surrounded the barracks.

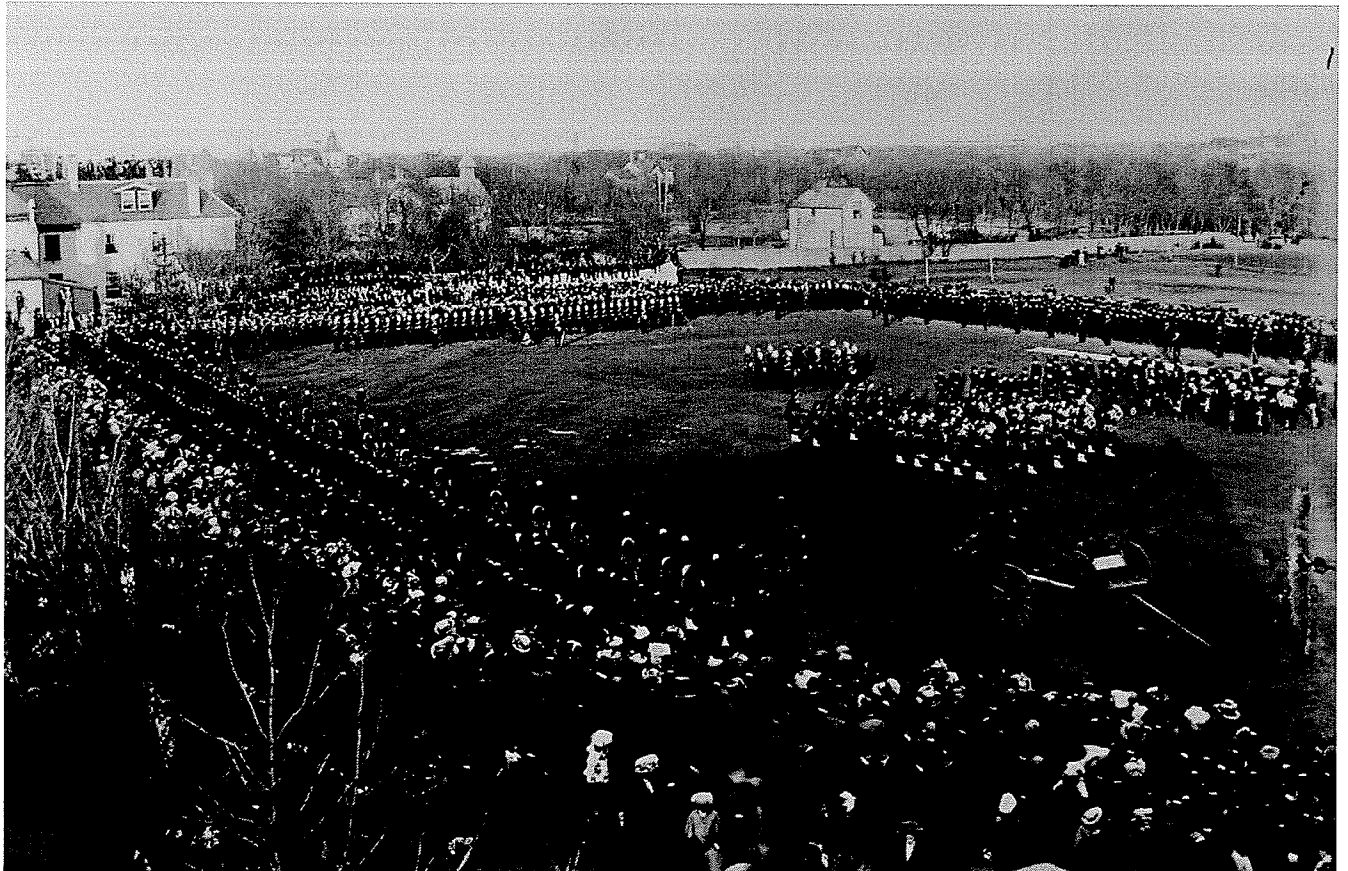
There are many factors that influenced the closing of the Kapyong Barracks. The expansion of Winnipeg had an effect on how the military were able to train on the site. Where once training could include heavy vehicle use and training in the surrounding forests and fields, condominiums, housing and commercial industry limited military activity. April 1974 was the last time the 2 PPCLI were able to undertake full basic training on the site (Zelazny, 2008). Since the mid-70s full training was accomplished in Shilo, Manitoba, Dundurn, Saskatchewan and in Wainwright, Alberta. Military from both the RCA and 2 PPCLI observed that a great amount of time and money was being spent on transporting soldiers to adequate training grounds (Best, 2008. George, 2008. Wright, 2008). From the mid-1970s on, the Kapyong Barracks functioned almost exclusively as a place where soldiers resided. The relocation of regular army units to the Shilo base, which provides 100,000 acres of military training land as well as housing and barracks, was deemed the “most cost effective” decision for the DND (George, 2008).

It was in 2000 that the Canadian Forces began to explore different options for the potential relocation of the 2 PPCLI. In February 9, 2000 it was first publicly announced that the 2 PPCLI would be relocating (Winnipeg Free Press, 2000). Anticipation of the base closure caused great discussion in politics and press. One Free Press article remarked; “developers are licking their chops at the thought of redeveloping the southern portion of the CFB” (WFP, 2000. 5). Glen Murray, the mayor of Winnipeg at the time, expressed concern that the relocation of the 2 PPCLI out of Winnipeg would have a considerable impact on the economy and it was estimated that the relocation of 2 PPCLI would cost Winnipeg in income upwards of a million dollars annually (Winnipeg Free Press, 2001). In 2001, Wardrop Engineering Inc. conducted extensive research on the site and generated a report on the south base closure for the DND (2001). In April of 2001, the DND announced that the 2 PPCLI would relocate to Shilo and that the land would be declared surplus (Winnipeg Free Press).

In June 2004, the 2 PPCLI held a farewell ceremony and the barracks were vacated. Since closure, the site has been subject to a new debate. Development is delayed while First Nations members of the Treaty One sue the Federal Government over land claim issues delaying redevelopment. A new history is beginning to emerge as the politics of the site make it subject to ongoing media attention and controversy. The land and buildings remain largely unoccupied, with the exception of the Korea Hall, which has been used by military cadets for seasonal training. The PMQs to the north of the site are still occupied by the Canadian Forces and land continues to be operated by the DND. 🌳



Winnipeg Field Battery 1, 1885. Military. N13063. *Figure used with permission from Archives of Manitoba (2009)*



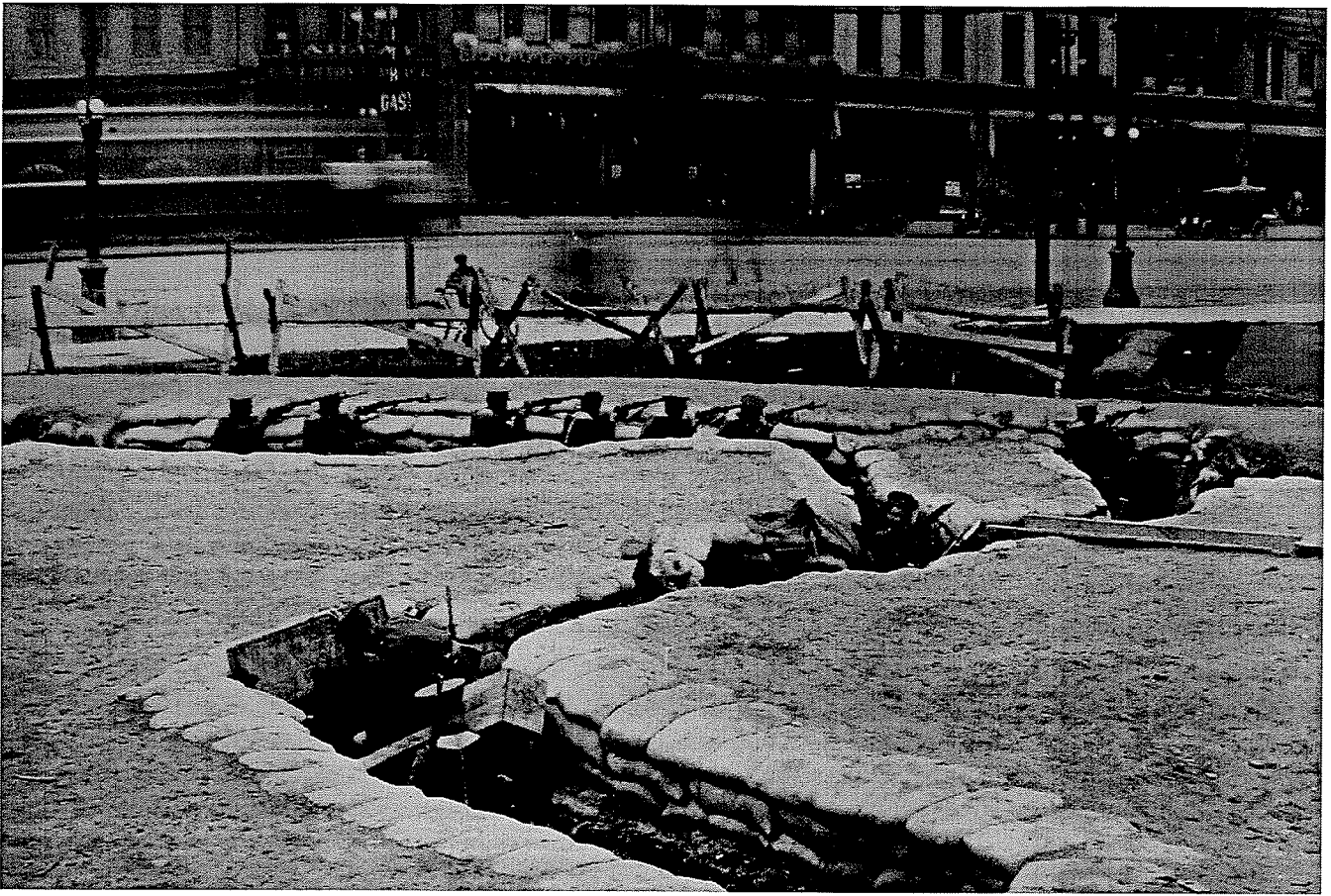
Military Parade with units from the 90th Winnipeg Rifles, Queen's Own Cameron Highlanders and Lord Strathcona Horse, circa 1910. Foote 2257. N288. *Figure used with permission from Archives of Manitoba (2009)*



Lord Byng reviewing troops at Fort Osborne, October 4, 1922. Foote 162. N1762. *Figure used with permission from Archives of Manitoba (2009)*



Camp kitchen and buggy of Lord Strathcona Horse, at the original Fort Osborne Barracks, circa 1913. Foote 2162. N2891. *Figure used with permission from Archives of Manitoba (2009)*



Trenches dug at Main Street and Water Avenue as part of a recruiting drive, 1916. Foote 2310. N2972. *Figure used with permission from Archives of Manitoba (2009)*



Patient's Ward at the Fort Osborne Military Hospital, circa 1944. Canadian Army Photo Coll. 120. *Figure used with permission from Archives of Manitoba (2009)*



Soldiers meeting on the street, Winnipeg, circa 1945. Canadian Army Photo Coll. 31. N1268. *Figure used with permission from Archives of Manitoba (2009)*



Canadian Women's Army Corp on parade, Main Street, 1944. Canadian Army Photo Coll. 143. N17257. *Figure used with permission from Archives of Manitoba (2009)*



Community consultation

“If we consider heritage places as significant to the psychological well-being of community as these places contribute fundamentally to a sense of place and belonging, then it follows that we have to ensure that the community’s views are actively sought in the identification of heritage places.” D SPENNEMAN, *Gauging Community Values in Historic Preservation*, 2006

Introduction

Consultation, by way of interviews, has been used to learn what is known about the site’s cultural history that may be of significance. The inclusion of “culture” in a discussion about place history recognizes that there is never just one history of place but always multiple, diverse and valuable experiences of place and time that exist. Researching history tells us about the significant changes that have occurred in a place, researching culture “is about assessing what is important in a place and this is different from place to place” (Landry, 2007. 225) and for different communities. Researching cultural history in place helps to reveal the unique and dynamic local environment.

The concept of military “culture” is an important distinction to acknowledge in the development of legacy features at the Kapyong Barracks site. Recognizing that the military has its own cultural environment enables the recognition of “differences between services (eg army, navy, air force) and between units within the same service” (English, 2004. 6). While the military has operated since the seventies as one collective force, there are many services, battalions, regiments et cetera, that each carry their own responsibilities, battle honours, heroes, stories, experiences, points of pride, anecdotes, mottos, artifacts, codes,

LEFT Statue depicting a soldier in Korea, located in front of the Military Museums in Calgary.
© Stephanie Whitehouse (2009)

and significant history that give them their distinct identity.

In the course of this research, focus interviews were conducted with people who have a direct relationship to the site, with soldiers, veterans, museum directors and military historians. A series of ten questions were developed as the basis of the interview [see *Appendices*]. These questions cover the primary areas of inquiry; to identify both what is unique and what is considered of high relevance to the cultural history of the site. They sought anecdotal stories that articulate the character of the place. Up until 2004, the Kapyong Barracks was a place of work, home and play, therefore interview questions also inquired about existing neighbourhood features that may enhance its use for future residents.

During the interview, open-ended questions were used to seek out the significant experiences of the participant. Questions were adapted when necessary to accommodate for the different interview subjects. Interviews were conversational in nature to facilitate an ease of story telling. Further probing questions were frequent due to the conversational nature of the interview, and to encourage a continued dialogue and open feedback. It was important in all interviews that a level of comfort was established in the discussion. Interviews were recorded and transcribed. A formal Ethics Protocol was followed to meet the requirements of the University of Manitoba. Approval was required before any

**Manitoba has 6 Museums devoted exclusively to Military History
with just over 40 additional museums throughout Manitoba
displaying some military content**

- 26th Field Artillery Regiment RCA/12th Manitoba Dragoons, Brandon
- The Fort Garry Horse Museum and Archives Inc., Winnipeg
- The Naval Museum of Manitoba, Winnipeg
- Queens Own Cameron Highlanders/The Royal Winnipeg Rifles
Museum/17 Service Battalion Museum, Winnipeg
- Manitoba Military Aviation Museum, Winnipeg
- The Royal Canadian Artillery Museum, Shilo
(www.museumsmanitoba.com)

formal public engagement was conducted. A copy of the required forms and the interview questions were sent to CLC in Winnipeg for approval before interviews were undertaken.

Communication and Contact Methods for Interviews

Many efforts to identify and contact community members were undertaken for the purpose of conducting interviews. Efforts included emails, letters, posters, ads, phone calls, consultations, web-based research, as well as CFB, Museum, Library and Archive visits.

Almost all those who were contacted were keen to participate and enthusiastic that they, as representatives of the military community, were being consulted about the site's significance and for their recommendations to develop legacy features. All of the community members consulted were generous with information, insightful and receptive to have their names provided to the CLC should further consultation be of interest.

Scope

The scope of contact for this report was extensive but not exhaustive. There are still several military units and authorities identified through community consultation that should be consulted for the purposes of appropriately and adequately developing legacy features on the site. However, the research conducted did provide insight and recommendations on how the development of legacy initiatives may proceed and what is of importance to a representation of the community. Some of the participants interviewed should be considered for a military 'ad hoc' consultation committee.

The Kapyong Barracks site was occupied by various military units and services. It was important for the purposes of community consultation to interview a representative range of military community. Contact efforts were made with many different members of the military community. It should be noted that efforts to make a 'general call' to any community member interested in providing feedback, through newspaper and web-based ads and posters, did not garner any response. However, it was identified in discussions with those who did participate in providing feedback that a broader representation is appropriate. As discussed, as part of the Fort Osborne Barracks, the historical significance of the site dates back to the first establishment of

regular force military service in Winnipeg. All who were interviewed acknowledged that the site should represent not just the most immediate or local historical relevance but should include the 'bigger picture,' the history of Manitoba military as a whole. Including a broader representation of Manitoba military perspectives in an ad hoc committee would benefit the development of legacy features on the site.

The following representation is included in the discussion on community feedback recommendations: 2 PPCLI soldiers, 2 PPCLI Veterans Association, Korean Veterans Association, Service Units, 17 Wing, RCA, Military Museums and additional community members.

Community Feedback & Recommendations

Previous research has helped to identify why the cultural history of the site is important to its past and future users, community feedback provides information about who, where, what, and how. The following categories of information emerged from multiple reviews of the interview conducted. These categories identify key observations about the commemoration of military legacy on the former Kapyong barracks site.

BELOW Winnipeg Grenadiers 13 Parade at the original Fort Osborne Barracks, c. 1912. *Figure used with permission from Archives of Manitoba (2009)*



WHAT

“The Whole Story”

In a discussion about who should be commemorated on the site, Major Rozak, former Heritage Officer at 17 Wing observed, “the military history of Manitoba is quite varied and to highlight the Kapyong Barracks as simply a place where the PPCLI was stationed does a disservice to the other people who were stationed there....There were hundreds of other people doing their job to support the Artillery before the PPCLI and while the PPCLI and the RCR were there” (2008). In the 1970s, Rozak resided at the Kapyong Barracks and other barracks like it across Canada. He, like most interview participants, acknowledged that no one military member can adequately identify what is of importance to the military heritage of the site, suggesting that a broader and more inclusive approach is required to achieve the objectives of identifying legacy features for the Kapyong site.

All interview participants recognized that commemoration should communicate the broader history of Manitoban and Canadian military service rather than focus solely on site specific history. “Start from the beginning and tell the whole story” suggested some members of the Korean Veterans Association (2008). “Tell the military history of Manitoba on a site that was *occupied* by the military” suggested Rozak who noted that a

During the World War I Manitoba had the highest enlistment in all of Canada with sixty percent of eligible military men enlisted. Ten percent of World War I soldiers were Manitobans, though Manitobans represented one-sixteenth the population of Canada. The commitment and bravery of Manitoban's in First and Second World Wars are heralded in thirteen of the ninety Victorian Crosses being awarded to Manitobans (George, 2008).

Sixty percent of military aged men in Manitoba went to fight in the First World War. Manitoba had a pervasive ethic of military duty, shunning those who were eligible but did not enlist. An “AR” pin was designed by a jeweler in Boissevain, Manitoba to be worn by those men who applied (A) to participate in war efforts but were rejected (R). The desire for such an item was a necessity born of social pressures and speaks of Manitoban's strong support of Canadian military efforts during War (George, 2008).

Korean War

Over 25,000 Canadians served during the Korean War as part of the United Nations police efforts. The UN allied forces included Canada, the United States, and Australia who helped defend the Republic of Korea against communist invasion. The Korean War which began on June 25, 1950 is Canada's "third most costly overseas conflict" (Army Headquarters, Ottawa, 1956) with a loss of over 500 soldiers in the three years of war.

Battle of Kap'young

On April 24-5, 1951 members of the "A" "B" "C" and "D" companies of the 2 PPCLI held position on Hill 677 in South Korea and fought against Chinese Communist Forces who were attempting to capture Seoul, the capital of Southern Korea. Though exact numbers were impossible to gauge exactly, it is estimated that the Chinese soldiers outnumbered the Canadian eight to one (Makulowich, 2001). While several other allied regiments were forced to retreat, the 2 PPCLI and the Australian Regiment held their ground and succeeded in defending the territory for the Southern Koreans. "Had 2 PPCLI not held its ground, arguably the way would have been open for the Chinese to drive the UN Forces back to Seoul, and ultimately all the way to Pusan and into the sea" (Bishop, 2001). Ten 2 PPCLI soldiers were killed during the battle at Kap'young and 23 were wounded. For their bravery and perseverance the 2PPCLI were awarded the United States Presidential Unit Citation.

The 2 PPCLI US Presidential Unit Citation

The 2 PPCLI is the only Canadian unit to receive the Presidential Citation. It is both a unique and prestigious honour for the 2 PPCLI.

comprehensive military history of Manitoba has never been undertaken (2008). Rozak is currently developing an exhibition on the Manitoban military aviation history at 17 Wing, which includes anecdotal stories and personal accounts in a visual timeline. He suggested a similar sequential approach could be taken with the historical representation at Kapyong.

While all interview participants acknowledged the broader context of military in Manitoba, it was also observed in interviews that the history of those who lived and worked at the site should be recognized in some manner. Many interview participants suggested that recognizing the military history of the site should extend to all of the units who served on the site; not just the soldiers but also the services providers without whose work the military could never succeed. D'Arcy Best, a former soldier with the 2 PPCLI and the past president of the PPCLI Association, worked as quarter masters staff at the Barracks during the 1970s. Best noted that site hosted multiple support and service units including the Royal Canadian Electrical Mechanical Engineers, the Ordnance Corp., the Rations Depot, Fort Transport Curry Service, all of which at one time or another are amongst those military units who occupied the site.

Marc George, director of the RCA Military Museum in Shilo, emphasized that in showing a broad perspective of history, recognition should

be balanced to assure one history does not “show case” at the sake of another (2008). He proposed a collaboration between various representatives would assure that legacy representation is comprehensive (2008). Discussion about regiment specific history with various interview participants has indicated there are extensive local legacies that warrant recognition and representation. An ongoing collaboration with the military community, the CLC, and the urban designers will assure that Manitoba’s diverse military achievements and unit are adequately represented.

Fort Osborne Barracks

In a discussion about the Kapyong Barrack, Rozak suggested that the more historically relevant site for the military is where the Asper Centre now resides (2008). As discussed, the Fort Osborne Barracks has a history that extends back much further than the Kapyong site and it is of great significance to the history of Manitoba and its military (Best, 2008). The two former Fort Osborne Barracks sites have been redeveloped with a completely different contemporary function and the previous significance of these sites is nearly invisible. As representative of the Fort Osborne lineage, the inclusion of legacy elements at the Kapyong Barracks presents an opportunity to finally commemorate a history that is in threat of being neglected and at risk of becoming invisible to new generations. George highlighted that Manitoba has always had a strong connection with the military, with 60 percent of eligible military age men enlisting during the First World War (2008). From the early 1900s the Fort Osborne Barracks acted as a military hub, where Manitobans as well as civilians from Western Ontario and Saskatchewan enlisted. It was the place from which thousands of Canadian soldiers departed to fight in the First and Second World Wars (George, 2008).

Best provided an overview of the history of the Fort Osborne Barracks (Tuxedo) that he had researched in order to develop a commemorative cairn at the Fort Osborne Barracks Tuxedo site. Best was commissioned by the PPCLI Regimental Heritage Committee to help in the recognition of almost 50 years of PPCLI history at the former barracks. His overview identified the many military communities who served at the site in the 1920s. The PPCLI “A” “B” “C” and “D” Companies, the C Battery of the RCHA, the

Headquarters Military District #10, Lord Strathcona's Horse (Royal Canadians), are amongst those units once stationed at the Fort Osborne Barracks (Tuxedo) while the 2 PPCLI and the RCHA were the primary lodgers at the Fort Osborne Barracks (Selkirk Line).

The Battle of Kapyong

All interview participants identified that some form of recognition should be paid to the site's most recent namesake. As discussed, the site was named Kapyong in the early 1970s when the 2 PPCLI were stationed at the barracks. The name has a very specific and special significance for the 2 PPCLI. The Battle of Kapyong earned the 2 PPCLI a Presidential Unit Citation. Major Wright of the 2 PPCLI observed, it is part of "the Second Battalion's identity because it is unique within the Canadian Forces. All three regular Force Infantry have Korea as a Battle Honour, the 2nd Battalion, up until a couple of years ago, was still the only Canadian army unit to wear the United States Presidential Citation" (Wright, 2008).

While it was acknowledged by almost all of the interview participants that there should be some recognition to the Battle of Kapyong (Mayor, Wright, Zelazny, 2008. Best, 2008. Adams, 2008. Czuboka, 2008), it was never suggested that the Battle of Kapyong be the sole focus of commemoration. When asked if the Kapyong should be the focus of legacy, Best explained "when those PMQs [and barracks] were built PPCLI weren't even

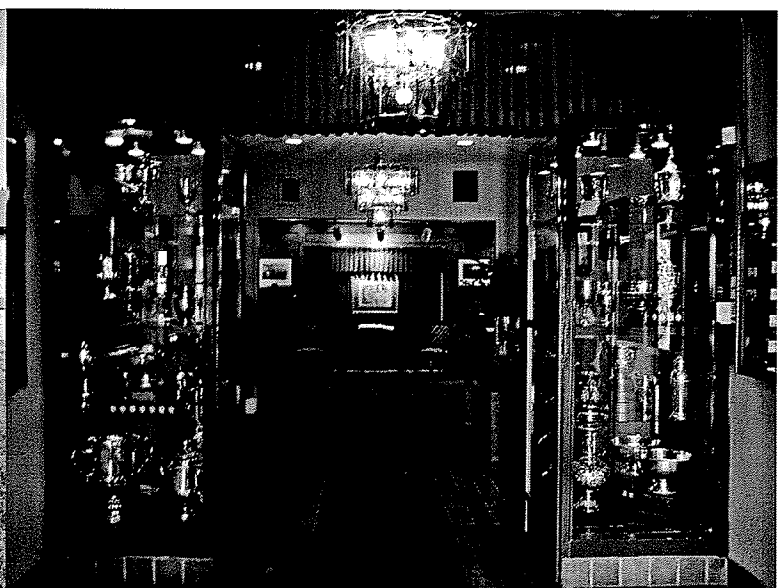
BELOW The Korea Hall aka: "The Drill Hall," June 2008.
© Stephanie Whitehouse (2009)



here... PPCLI were here back in the old days but so were the RCHA and the Strathconas... So it wasn't just our place. It was 'Kapyong Barracks' after we took it over from the Artillery" (2008). Rozak explained that "remembering is important, tying it to one specific site, especially barracks that were built after the event occurred is not that important" (Rozak, 2008). Rozak elaborates that this does not mean the Kapyong should not be featured, but rather that the overall focus should be broadened to Manitoba Military, with recognition of heroic honours such as the Battle of Kapyong as important details in the bigger picture.

As a distinct point of pride for the site's former residents some form of recognition of the Battle of Kapyong is relevant and important to the site's legacy. It was suggested that designating a street name or giving a local park the Kapyong name would be a respectful way to recognize the important achievement and point of pride for the site's former tenants (Czuboka, 2008. Zelazny, 2008. Wright, 2008). Michael Czuboka is one of only two veterans who fought in the Battle of Kapyong still living in Winnipeg. In a discussion with Czuboka about how the 2 PPCLI's heroic undertaking should be commemorated, he suggested that a one-acre piece of land could remain undeveloped and be used for a park that could include a plaque about the Battle of Kapyong (2008). He also suggested including the US Presidential Citation presented to the 2 PPCLI in recognition, explaining

BELOW The two evergreen trees that once framed the commemorative cairn for the Battle of Kapyong in front of the former Officers Mess in Winnipeg; The new 2 PPCLI Officers Mess, Shilo. © Stephanie Whitehouse (2009)



that it would be both significant and educational. Czuboka explained the citation provides a good description of what the war and battle was about, furthering that “the citation itself is dramatic... people read the language on the citation and it is very stirring” (Czuboka, 2008).

WHERE

“The Drill Hall”

An interview question indicated that the Korea Hall has been designated a historical site and asked for input on the relevance of the building. For the military members who had most recently occupied the former Kapyong Barracks, the Korea Hall—more commonly referred to as the “Drill Hall”—served multiple functions. In the every day it was a place for physical training however, it was also “the focal point of anything that was going on in the Battalion” (Adams, 2008).

As a large physical training facility, the Drill Hall was equipped with indoor training apparatus for exercises such as the rope climb up to the second storey roof, and a fire-arms range located in the building basement. It was the only location where fire arms training could occur locally. With a large interior open space, the building was also the gathering place from which intense outdoor physical training was undertaken.

Culturally, the Drill Hall was identified as important for serving as a community hub. It was as a place of gathering, celebration, for commemoration as well as a significant “point of departure” for soldiers serving overseas (Adams, 2008). It was described by all of 2 PPCLI interviewed who reminisced about significant events that took place in the Drill Hall as a hub for the regimental physical, social and cultural activity. When asked what story or memory comes to mind when thinking about time at the barracks, Major Wright sites the annual celebration of the Battle of Kapyong on April 25th when they would “dress up the Drill Hall to look like a bunker from Korea” (2008), and soldiers and Veterans would gather to celebrate and commemorate the regimental achievements. Adams also explained that the Hall was the place for “connections with the older soldier and the veterans from Kapyong—people that had served in the Battalion” (2008).

As a gathering place, the Drill Hall also carried significance for the families of military members. Sergeant Adams described the Drill Hall as the last point of contact before a unit

went on tour, the place where the soldiers would bid farewell to their colleagues and family before embarking on military service abroad, never sure if they will return (2008). It was the place where fallen soldiers were saluted, as well as a place of celebration when soldiers would return from duty. Dressing the Drill Hall to represent a bunker was an event that took place not only on Kapyong day, it was a practice that frequently occurred when troops would depart for or return from duty abroad (Mayor, 2008). Adams reminisced he had found out he was to be a father when he was on tour in Bosnia and recalled the fond memory of seeing his wife pregnant for the first time at the Drill Hall (2008). It was noted that closing of the barracks party was held at the Drill Hall. The Drill Hall represents the final place of gathering for all 2 PPCLI members before their departure from Winnipeg (Wright, 2008).

Architecturally the Drill Hall maintains a unique form derived from the very specific function it served, but is otherwise not distinguishable, nor exceptional. In a discussion about the Drill Hall with Rozak he noted that “there are similar buildings to it around most of the Army Bases” (2008) recalling training in New Brunswick in a similar building. Edmonton also had a Drill Hall very similar to the one in Winnipeg, which was not designated a National Heritage site. Research into why the building was designated heritage has not been fruitful, as a new designation amongst thousands, there is no public file yet available. It was speculated that the designation was an effort by the 2 PPCLI to

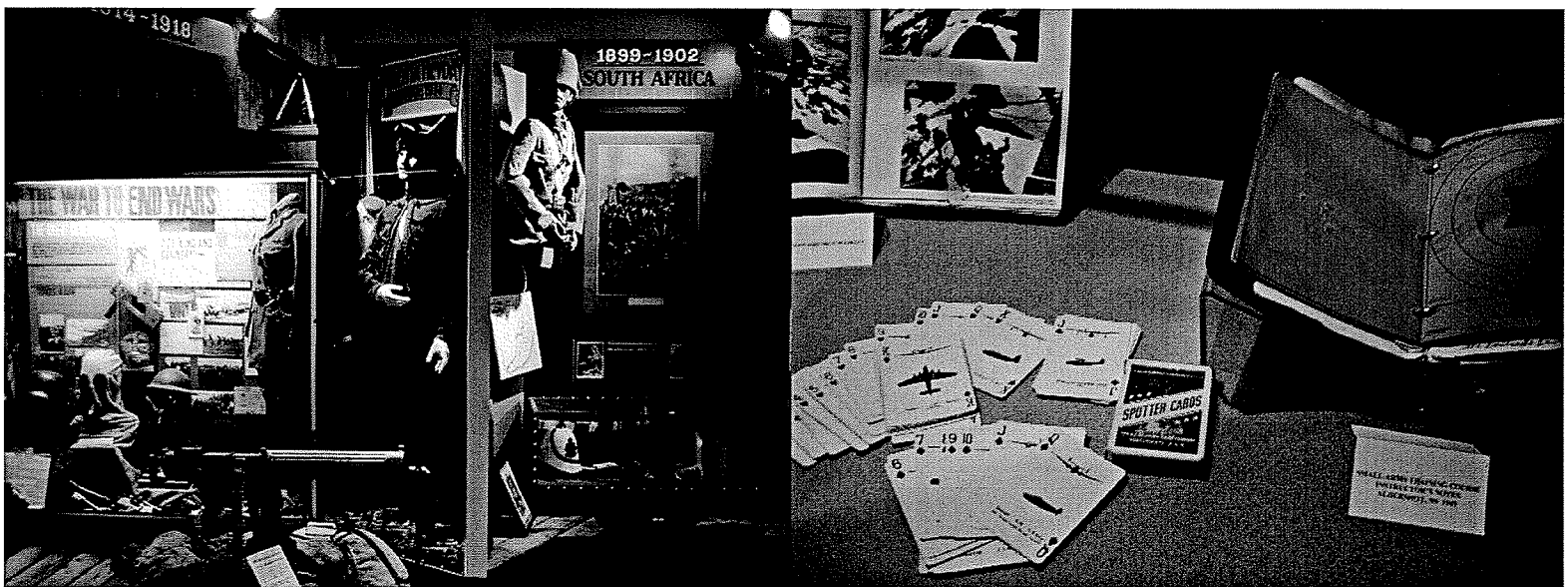
BELOW
Abandoned
training apparatus
at former
Kapyong Barracks
site.
© Stephanie
Whitehouse
(2009)



preserve the site for military purposes and assure that the 2 PPCLI could remain in Winnipeg and that the cultural significance of the building was an important factor of its heritage designation (Marsh, 2008). While the heritage designation of the building may be because of the cultural significance, Adams astutely noted that architecturally it does represent “a classical Cold War building,” which had not been created for any use other than military purposes (Adams, 2008). This distinction provides an occasion to recognize the form and architecture as indicative of a particular time period in the political history of the world.

When asked what would make the neighbourhood great, Adams suggested: “make the Drill Hall a focal point” and discussed the idea of a loosely themed activity centre for youth. In discussion with John MacDonald, a resident of the area and British Veteran who advocated for the development of a Manitoba Military Museum of Human Sacrifice at the barracks, he suggested that if a museum is not possible then a community centre or library with an area designated for military history would be an asset to the neighbourhood (2008). Other interview participants also suggested that the location of Drill Hall would make a good community hub or centre for neighbourhood activity and a relevant site for Manitoban military recognition (Rozak, 2008. Wright, 2008).

BELOW: Exhibition detail from the Royal Winnipeg Rifles Museum in Winnipeg; Display of everyday military artifacts at the Military Museums in Calgary.
© Stephanie Whitehouse (2009)



Lipsett Hall

“There is one building I’d like to see stand—Lipsett Hall—it is a natural community centre” (Best, 2008). A few interview participants suggested an alternative community destination could be the Lipsett Hall (Best, 2008. MacDonald, 2008). The Lipsett Hall is one of the few building located on the northern lot of the site. Surrounded by athletic fields, it is one of the most publicly visible buildings at the barracks, sitting close to Kenaston Avenue and not barricaded by fences. Lipsett Hall, like the PMQs, was one of the facilities at the 17 Wing South Site of which the 17 Wing Winnipeg North retained use. When first built in 1957, it featured a bowling alley suggesting that it was a place of social gathering as well as athletic training. A review of archival newspapers on the Fort Osborne Barracks after the 1950s determined that the majority of articles referencing the barracks were announcing sports and social events hosted at the facility. The abundance of physical and athletic training features on the site may be one of the reasons the site was selected to host Pan Am athletes who were competing in the 1967 games. Over 3000 International athletes were quartered at the “Pan-American Village” at the Kapyong Barracks for a period of two months in the summer 1967 (Winnipeg Free Press, 1966).

There is a very rich cultural tradition of commemoration in the military community. There are few communities more apt to incorporate visual signifiers to preserve important history than the military. Military signifiers encapsulate the philosophies, ideologies, histories, memories and modus operandi for the soldiers. Visits to multiple military museums in Winnipeg, Shilo and Calgary testified that artifacts were an important means of portraying military history. The range of artifacts were varied from weaponry and machinery, flags, uniforms, maps, medals and accoutrement, to the everyday wartime items such as medical supplies, ration tins,

playing cards, journals, photographs, letters and other personal items. All of these materials were interspersed with text panels to create a pastiche of the military and their wartime efforts.

Stories are also an important part of the museum experience as accounts, both collective and personal, were woven into themed exhibitions. Poetry, citations, dedications and memorials are amongst the pedagogical components in all of the museums visited along with visual elements. The inclusion of multiple perspectives from the historical overview to intimate accounts helps to contextualize and humanize the history presented.

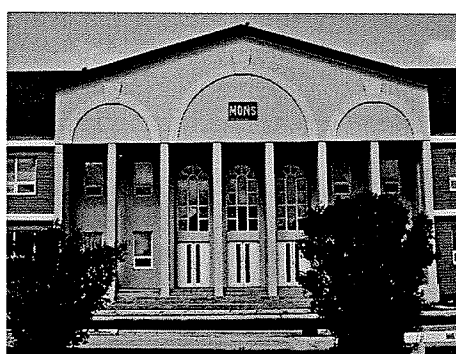
“The Mess”

The Officers Mess was identified as a significant site on the base. Most CFBs feature two or more Messes segregated by rank. The Kapyong Barracks had three Messes, the Junior Ranks Mess, the Sergeants Mess and the Officers Mess located to the northwest area on the parcel B. A Mess is in essence a clubhouse or a bar, a place where soldiers within a rank can gather and socialize. Every member of the Canadian Military belongs to a Mess and at one time each unit would have their own series of Messes as at the Winnipeg Kapyong Barracks. In *The Great Good Place*, Ray Oldenburg refers to a facility such as a Mess as a “third place.” “The third place is a generic designation for a great variety of public places that host the regular, voluntary, informal, and happily anticipated gatherings of individuals beyond the realms of home and work” (Oldenburg, 1999. 16). Oldenburg explains that third places are essential locations for the cultivation of culture and for the development of community bonds (1999).

As described by interview participants, the Mess plays an important role in the development of camaraderie within a military unit (Mayor, Wright, Zelazny, 2008). Developing camaraderie is crucial to the welfare of the soldier who in times of battle serve to protect fellow soldiers more than anything else: “you are fighting for your friends” George observed (2008). The Mess as a communal space or thirdplace is where



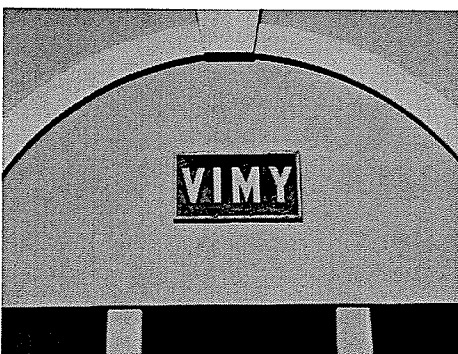
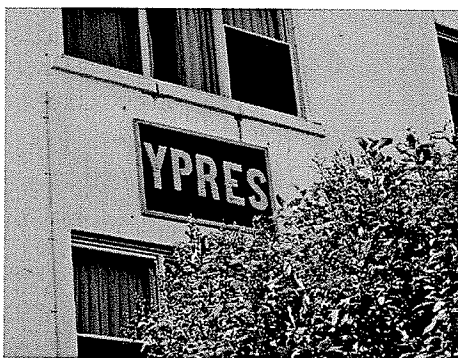
Many buildings at the former Kapyong Barracks in Winnipeg still feature hand carved name plaques. The names reference 2 PPCLI battle honours. As part of military culture these plaques communicate the relevant history of a military unit once stationed at the site.



bonds are formed not just with fellow soldiers but also with a soldier's unit. Historical elements adorn the Mess to recognize those who have played a significant or heroic role in the regimental history. As in all military cultures, the ability to form bonds is integral to cultivate a sense of pride and belonging for each distinct military regiment.

It was observed in interviews that the dynamic of the military Mess has been changing since the re-configuration of bases across the country into "super bases" (Mayor, Wright, Zelazny, 2008), which correlates with the closing of urban barracks across the country. Now several units share training and residential facilities as well as communal spaces like the Mess. At the CFB Shilo, the Sergeant Mess is shared with RCA and 2 PPCLI. While these units work for the same force and share some history as well as career, their honours, accoutrement, codes, ethics, and esprit de corps remain very distinct. A significant loss in the amalgamation of the Mess is the collective identification within the military culture that the provision of a separate Mess cultivated. In discussing the new Sergeants Mess in Shilo, Wright explained: "you don't have the same identification because when you would walk in the Messes in Winnipeg it was all 2 PPCLI. There would be the picture of Lady Patricia right there, Hamilton Gault, all the famous figures from our Regimental History" (2008). The new 2 PPCLI Sergeants Mess is rented from the RCA and subsequently the sense of place and pride of ownership is not the same.

LEFT: Building name signage abandoned at the Kapyong Barracks, Winnipeg.
© Stephanie Whitehouse (2009)



Each unit has a Regimental Officer in charge of maintaining the history and traditions of their unit. Their insight into unit specific honours and legacies may be beneficial in identifying Manitoba military history for recognition at the Kapyong site. For example, Major Erik Liebert is the PPCLI Regimental Officer based in Edmonton. Liebert provided feedback on 2 PPCLI Regimental history deemed worthy of acknowledgement on the site [see Appendices].

Excerpt — Anecdotal story from Captain B G Wood, 1 ASG HQ G1 Svcs

.... Prior to releasing in April 1975, there were many parades and large numbers of troops that passed through Kapyong. It was a time when new recruits came as fast as those who were released departed. During this time

I worked in many areas. In the summer of 1971, I volunteered, along with several friends, for the 2 PPCLI Corps of Drums. There are many stories from this organization that range from being the INITIAL start up of the now fabled Drum Line.

Our first Commanding Officer was then LCol De Chatelaine. In accordance with his wishes, buglers played Reveille, Retreat, morning fall, noon mealtime and return to duty calls after the noon meal.

One of the most embarrassing nights was when the Corps of Drums was asked to play at the Winnipeg Jets hockey game. They had an American team there and we had to play the American National Anthem. Well we played one valve bugles and we only had one week to learn that song. Only one of party was a “professional” horn player and he always played his own three valve horn. The American anthem is full with flats and, to be blunt, we did a horrible job on the song. So much so that many fans were very blunt in their comments as we were leaving. I don’t believe we were ever invited back.

(Wood, 2008)

The location of the Officers Mess at the former Kapyong Barracks played a significant commemorative role in the 2 PPCLI legacy. A Cairn to commemorate the 2 PPCLI Veterans who fought the Battle of Kapyong was located in front of the Officer’s Mess, framed by two mature evergreen trees. Officer Zalazny suggests that the location of the Officer’s Mess would be a meaningful site to commemorate the 2 PPCLI Kapyong legacy (2008). During a discussion with members of the local Korean Veterans Association, it was also suggested that the Officers Mess building be preserved for its significance to the military. The Officer’s Mess was a place where Veterans were always welcomed and respected by their community.

The Parade Square

As a significant gathering location and place for recognizing military events, the Parade Square served a distinct cultural purpose for the units who occupied the site. George noted, the most significant moments that happen within the life a unit are marked with a parade (2008). While the parade square was not brought up extensively during interviews about the site, it was a central and significant destination point during two separate tours of the military base in Shilo by Major Wright and by Marc George.

In Shilo the cairn commemorating the Battle of Kapyong, which in Winnipeg was located in

front of the Officers Mess, is now situated at the Parade Square. It is accompanied by a second cairn dedicated to the memory of the soldiers who fought in the Korean War and by two original funerary statues from Korea.

A Free Press article from 1955 on the history of the original Fort Osborne Barracks articulated:

“The parade square has been the scene of many colorful and significant military occasions. From here, in 1883, a force of hastily recruited militiamen marched away to join those recruited in other western communities to serve in the North West Rebellion. Some years later the Barracks said good-bye to troops bound for the South African War. And less than 15 years later, many thousands of soldiers left Fort Osborne for the fields of Flanders” (Winnipeg Free Press, 1955).

In Calgary, at the Currie Barracks the form of the Parade Square has been designated a heritage asset and requires some form of acknowledgement in the site redevelopment presenting an opportunity for the creative interpretation and representation of a culturally distinct built form. As a significant location for the military, George suggested it may be an appropriate location “to achieve something peaceful” such as a park, observing that peace is what the soldiers have been fighting for (2008).

Commemorative Integrity

In the 1990s Parks Canada has introduced a policy of “Commemorative Integrity” to assure that National historic sites are not only preserved but that their significance is adequately communicated to new audiences. A guide has been developed to facilitate with the preparation of information for National historic sites. A historic site is deemed to possess commemorative integrity when “the resource directly related to the reasons for designation

as a national historic site are not impaired or under threat, the reasons for designation as a national historic site are effectively communicated to the public, and the site’s heritage values (including those not related to the reasons for designation as a national historic site) are respected in all decisions and actions affecting the site” (Parks Canada, 2008).

The Assiniboine Park

When the Kapyong site was used for military services, soldiers training included long runs to the Assiniboine Park. In a discussion about the site's attributes Major Wright reminisced: "the really nice thing about Winnipeg, which I don't think we realized—we kind of took for granted until we left there—was having access to Assiniboine Park. Running through Assiniboine Park and even through the streets of Tuxedo, the nice houses there, as opposed to running the same 5km loop here at Shilo" (2008).

Almost all of the interview participants who worked or lived at or near the Kapyong Barracks site mentioned military runs to Assiniboine Park. MacDonald who is a resident of the neighbourhood, noted that when the 2 PPCLI still occupied the site he recalled admirably seeing soldiers running through the area even in the most frigid Winnipeg climates (2008). Rozak recalls such runs and jokes that the Park runs "were a good way to meet girls" (2008), recollecting fondly a time when his sister's friend, who lived in Tuxedo, recognized him from the military runs. Adams noted the park as a valuable asset to the military community; "Assiniboine Park always sticks in my mind because we ran to Assiniboine Park all the time" (2008). He recommended that recognition of the site's history as a military base could take the form of some sort of physical training course, incorporating a play structure for youth. Tom Doucette, the director of The Military Museums in Calgary, mentioned the concept of a "obstacle course" was being explored for the Currie Barracks redevelopment. Doucette was on the committee for the development of legacy features at Currie Barracks. Adams recommended something similar to obstacle course, featuring such activities as sit up stations and push up bars, could be located along a running route (2008).

A Dedicated Location

Perhaps because it is such an important part of the military cultural traditions, the idea of a place for community gathering was suggested by many interview participants (Adams, 2008. Czuboka, 2008. George, 2008. McDonald, 2008). Adams suggested a pub would be a great way to recognize the community aspect of the military: "One of the biggest memories of most of the soldiers who went [to the barracks] was the Patricia Arms Club" he observed (2008). "A small amount of land set aside as a small park and some small

monument there that would be, I think that would be very appropriate” (2008) was the recommendation of Czuboka. MacDonald lobbied all levels of Canadian Government in efforts to establish a Manitoba Military Museum of Human Sacrifice, and suggested concepts for military commemoration including a memorial garden as a place where people could gather to learn about important issues and the history of Canadian military (2004). Rozak suggested an interpretive centre may be an appropriate use for the future of the Drill Hall. Regardless of form, a destination location dedicated to the commemoration of Manitoba’s military community and to public education about their history is an important form of recognition for the community.

HOW

Naming

While consultation with a committee should be undertaken to balance the military unit representation on the site, existing names are considered significant to the community last occupying the site. The desire to preserve the existing military street names was expressed by several members who further recommended that other significant names that relate to the local history of the units who served on the site would be a valid way to remember the military communities who resided at the base (Mayor, Wright, Zelazny, 2008). In discussion with the Korean Veterans Association, it was suggested that Kenaston be renamed “Veteran's Way” in recognition of the Fort Osborne lineage that has existed in the area (2008). Existing street names on Parcel A as well as at the PMQs commemorate battle honours and heroic individuals that are relevant to Manitoban military history. Members of the 2 PPCLI suggested that there are several building names that may be appropriate to use for the additional streets names. Many of the battle honours after which buildings were named were battles in which most of the Manitoban Military units were involved, and are a part of Manitoban and Canadian History.

George suggested that preserving the existing names, particularly those that honour individuals, provides an opportunity to educate the public about important Canadian history (2008). He emphasized that the provision of a street names in itself would not necessarily convey its significance and that a biographical plaque could be included,

similar to how the CLC has recognized military street names in Alberta (2008). George suggested the DND would be a valuable resource to aid in the identification of honorable individuals for recognition. He explained, the DND conduct background checks on individuals to assure they are suitable for public recognition (2008).

Plaques, Statues, Monuments & Artifacts

There are few cultures more diligent at preserving history through visual representation than the military. Artifacts, medals, colours, statues, cairns, plaques and memorials are some of the familiar ways in which military history and cultures have recognized in urban settings. These symbolic and iconic modes of representation are part of a military tradition that is integral for providing units with a sense of identity (English, 2004).

Military feedback on ways of representing history at the Kapyong site has largely referred to traditional modes of representation such as statues, plaques and cairns. Adams observed while more traditional representations such as statues “may be sort of past their prime as far as the general public goes...it does have an effect on soldiers” *because of tradition* (2008). Adams explained that the military cultures are “sort of throw backs” carrying iconography as tradition along with the military values such as “duty, honour and integrity” (2008). Zalazny also observed that one benefit for the use of statues is that they weather well and survive “for years and years and years” (2008), as historical statues throughout the world testify. Winnipeg has eighty-seven military memorials listed with the DND. A limestone memorial structure found at St. John’s Anglican Church Cemetery dates back to 1886 when it was erected to commemorate the soldiers of 90th Battalion of the Winnipeg Rifles who died during the North-West Rebellion (DND, 2008).

While most interview participants discussed traditional modes of representation, a few participants also suggested more creative and unique approaches would be beneficial for future residents (Doucette, 2008. George, 2008. Rozak, 2008). “The less generic the better,” George recommended, suggesting the statue and monument form has become somewhat generic through repetitive use and has subsequently lost its effectiveness at engaging a broader audience (2008). The provision of actual military artifacts is one way to avoid a more generic representation, suggested Adams, George and Doucette. Doucette suggested

that the inclusion of artifacts provides a compelling interactive component and explained “obstacle course” is one of the many ways in which an interactive approach may be taken in commemoration.

George cited an example of military recognition in Germany where wreaths and plaques are repeatedly used to identify significant locations throughout a site. As a pedagogical tool, he explained, they connect people to their place both in location and in history (2008). Stylistic repetition provides a compelling and familiar iconic signifier; it is an approach helps to create a sense of whole and continuity.

Pedagogy

All of the interview participants discussed the inclusion of plaques as a means of communicating cultural place history to its future users. George observed that “the naming of things” and the provision of legacy features and military artifacts is not effective unless people recognize their significance (2008). Providing context for legacy features is integral to their community value. George suggested utilizing the expertise of the museum officials and Regimental Officers to aid in the writing and editing of the text (2008). He explained this would assure that content is relevant, accurate and can communicate the big picture as well as the relevant details (2008). Doucette verified that the Military Museums in Calgary assisted in providing content and feedback for the historical texts featured at Garrison Woods (2008).

Providing the opportunity for learning is “really what it’s all about” Doucette emphasized (2008). “You’re going to see the statues, these fountains or whatever, plaques and everything else and public education is there so anybody who walks by and takes the time to stop and look or read will be educated” (Doucette, 2008). The inclusion of descriptive signage is a pedagogical technique that the CLC already practices. This approach of commemoration enables legacy features to serve new generations of people, rather than to exist as emblems for a limited audience.

The provision of educational legacy features also presents an opportunity for non-residents to visit the site and learn about the cultural history of the site. The Korean Veterans Association mentioned the Brookside cemetery as an example of how

a historically important location has been utilized for public education. They noted the head of city cemeteries conducts a school tour to educate youth about local history by visiting various sites and explaining their cultural and historical relevance (2008). At the Military Museums, Doucette explained that approximately 35,000 children visit for school tours during the annual Remembrance Program in October and November, noting the legacy features throughout the Garrison Woods have provided additional opportunity for learning (2008).

WHO

Involve the Experts

In Calgary and Edmonton military legacy ad hoc committees were established to collaborate with the CLC on the recognition of military heritage. These committees helped to identify themes and locations for commemorative features. Doucette explained: “the CLC has been very good at engaging the Canadian Forces and Veterans to assist them in planning specifically when it comes to the layout and the naming of the streets and the parks” (Doucette, 2008). Ad hoc committees included various representatives from all three services of the DND: navy, army, and air force. With the implementation of a committee of tri-service representatives you assure “equal representation between the activities, military activities—war or conflict—but also getting the representation of some of the war groups; women, Aboriginal et cetera” (Doucette, 2008).

Doucette provided a perspective on the legacy development process from his experience serving on the ad hoc committee for Currie Barracks. Doucette explained that independent of the CLC, committee representatives developed subcommittees to collectively decide “what are the historical battles, wars or people or even equipment [they] want to recognize” (2008). He explained that the subcommittees would put lists together and would even suggest themes upon which the CLC could build” (Doucette, 2008). Many of the CFB sites that are being redeveloped in Alberta have ‘themed’ the legacy elements within specific areas, military input has helped to identify relevant themes for each site and within each site.

Doucette noted the value of involving military in an ad hoc committee serves multiple purposes. The military community has the knowledge and expertise to recommend relevant and meaningful content. He also explained that for the Veterans, the opportunity to participate in the representation of military gave “those veterans who were engaged the sense of recognition.” Regardless of whether or not the recommendations were able to be implemented (Doucette, 2008), the opportunity to represent their community and to engage in the process of military legacy commemoration itself is a respectful means to recognize to the military.

The challenge of generating a comprehensive history of Manitoba Military is substantial. There are many varied stories and accounts and Best observed not all sources are accurate (2008). Consulting with Regimental Officers was recommended by interview participants to aid in the generation of appropriate and accurate historical content (Best, 2008. Wright, 2008). Many interview participants also noted Museum Directors and the DND’s Directorate of History and Heritage as important resources for the purposes of identifying site specific and unit specific military history (Best, 2008. George, 2008. Wright, 2008).

While accurate historical accounts are integral to the pedagogy of legacy features, anecdotes and stories are also important perspectives that personalize the experience of wartime efforts. It was noted that research on history that relates to local military community members is timely as many of those who served on this site and in significant war efforts are now in their 70s or older (Adams, 2008. Mayor, Wright, Zelazny, 2008). The opportunity to preserve personal historical accounts is finite and non-renewable.

CLC has it “spot on”

“I would like to see when it is redeveloped or when it is developed that they would do something similar to what they have done in Griesbach” Major Wright noted (2008). An impromptu question, raised during interviews, asked whether the interview participant had been to CLC redevelopments and what their impression was of the inclusion of military history. Those who had visited sites in Alberta appreciated what the CLC had accomplished. “I was pleasantly surprised with what they had done” Rozak noted (2008). Rozak had once been

a resident in the PMQs in Edmonton. Best also resided at the PMQs in Edmonton. “I’ve been through [Village at Griesbach] and it is very nice. As a matter of fact I went through there last summer when I was in Edmonton and I went and looked up my old PMQ and it has been improved a little bit but it hasn’t been torn down” (Best, 2008). Best also admired that the street names had changed from a numbered system and were now in recognition of major military events and people.

There were no comments by any of the military members who had been to the redevelopment sites that their community had not been adequately or appropriately represented. George provided one constructive criticism about the monument in Garrison Woods that is located in a traffic circle. He noted that unlike other features, the monument does not feel wholly integrated and may be more appropriate in a park setting where it could be part of a destination, suggesting the provision of legacy should act as more than just a landmark (2008).

When asked if the process used in Calgary to develop legacy features would be recommended for Winnipeg, Doucette enthusiastically replied “yes, because I think it is an excellent model” (2008). He elaborated that as long as the various services of the military are represented then the process would work. Of the outcomes Doucette furthered “I think Canada Lands Company has got it spot on—trying to incorporate the history of the land they have acquired from the Federal Government, in trying to show this history... you learn from the past as you move to the future so the more we can educate our children on what has gone on before them the better” (Doucette, 2008).

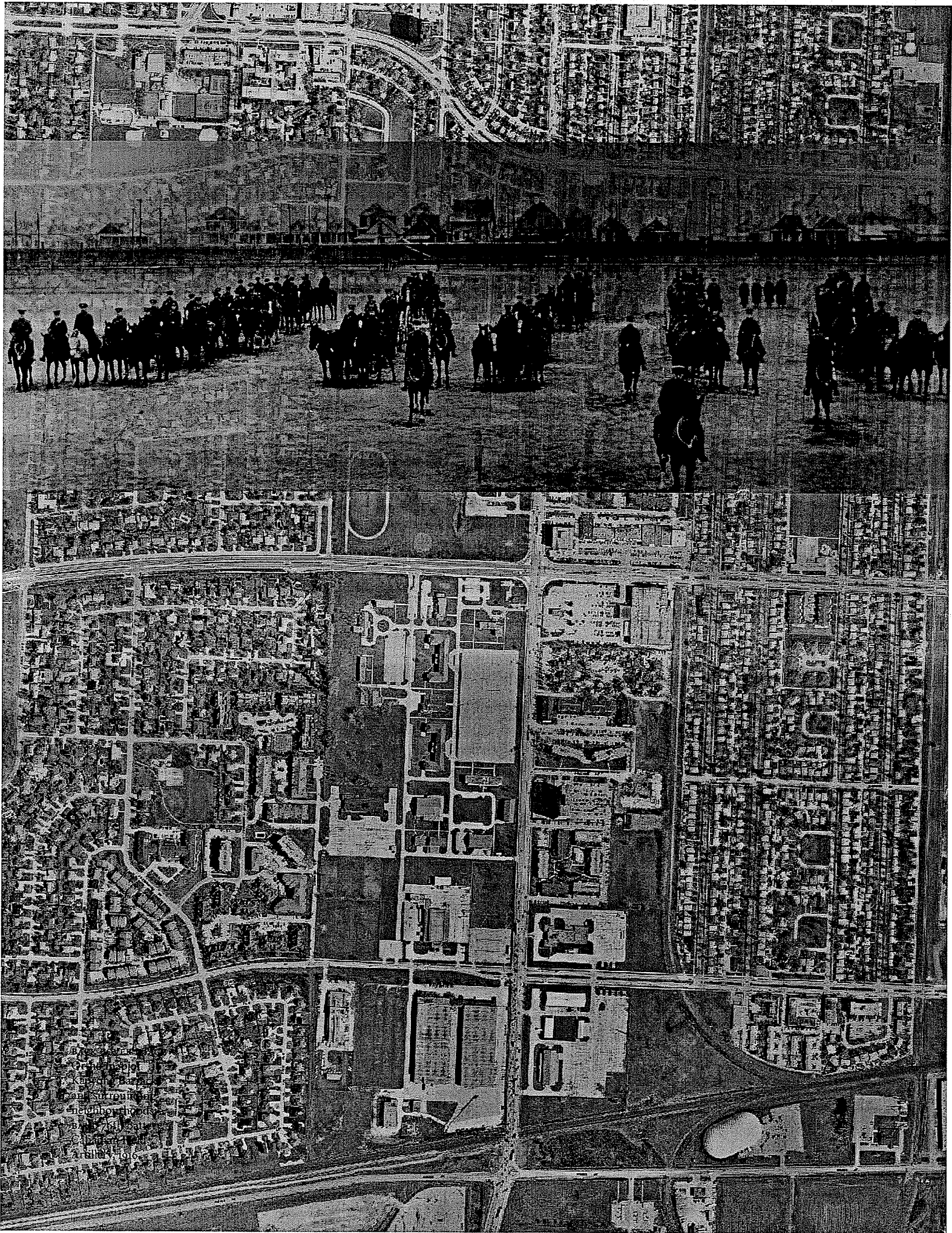
Additional Findings & Observations

In the discussion with Doucette he spoke briefly of an opportunity that the museum was presented with to acquire a fountain from Artona, Italy as an artifact for the museum. He explained that the museum was not interested but that the opportunity was presented to the CLC who expressed interest in pursuing the artifact for inclusion in the neighbourhood design. Ultimately the offer “fell through”, but such opportunities are worth exploring as a means of linking local history to a global context. The regiments and units that have been posted on the Kapyong Barracks and the Manitoba

Military have connections to places across the globe. While “local” elements are important to the site, global connection is a military phenomenon. Czuboka observed, while we may not be aware of the effect the Canadian military has in other countries, there are many places in the world, such as Korea and Holland, where Canadians are recognized for their military assistance (Czuboka, 2008). Rozak also noted that there is a Kapyong Barracks in Australia, as the Australia Regiment also fought at the Battle of Kapyong and were awarded the US Presidential Citation.

An additional question about site history and usage asked of the site’s usage within the greater neighbourhood context. All of the 2 PPCLI who were recently based on the site, noted the proximity to commercial and social hubs. Tuxedo Shopping Centre, Kenaston Village Mall, as well as Corydon’s Little Italy were all mentioned as “local” hangouts accessed by foot or public transit (Adams, 2008. Mayor, 2008. Wright, 2008). These features connected the community to the surrounding neighbourhoods and were seen as assets. The suggestion of more local amenities within the new development was encouraged. Rozak noted that in local suburban neighbourhood design “you get square miles worth of housing with no other amenities around it, whereas in Europe you could be living in the country and walk three blocks and you get to a store or a neighbourhood pub or something. I would hate to see that area become just a mass of houses with no other amenities. . . make it a little bit more people friendly” (2008).

All participants spoke of the Kapyong Barracks fondly and it was clear from discussion that it remains a meaningful place for the military community who once worked and resided at the location. Wright mentioned in early correspondence that he always made sure to drive past the barracks when he visits Winnipeg, bringing up fond memories to his wife (2008). Adams also noted that he would take his two children to the area to show them where he used to live and work (2008). As a place where a distinct community lived, worked and played, the Kapyong Barracks carries the imprint of memory, meaning and value for an important Canadian community. 🌳



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THE WESTERN
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CLC legacy design precedents

Introduction

Canada Lands Company Limited (CLCL) was established as a Federal Entity in the mid-1990s to acquire and strategically dispose of selected surplus federal properties with the mandate to “optimize the financial and community value” (CLCL, 2007-8). The CLCL is an “arm’s length, self-financing federal Crown corporation,” reporting to the Minister of Transport, Infrastructure and Communities and operating as a corporation under the Business Corporations Act (CLCL, 2007-8). While the CLCL is a Crown corporation it is not a Government agency and operates with a commercially-oriented mandate (Treasury Board of Canada Secretariat, 2006). The company provide service on behalf of the Government but unlike an agency, they are required to make a profit. Their corporate governance includes a board of directors responsible for providing company policy and for identifying objectives.

The CLCL operates a subsidiary company the Canada Lands Company CLC Limited (CLC). CLC is responsible for the management of real estate—the buying, managing and selling of strategic federal property on behalf of the Government of Canada. The CLC is in the unique position of being responsible for the management of federal strategic land. The CLC has redeveloped a number of former military sites across the country as well as other federal strategic buildings and lands. In just over 10 years since inception, they have established a national reputation for excellence in land redevelopment winning numerous awards for design, planning, development, management and environmental achievements (CLCL 2005-6, 2006-7, 2007-8). They have also been sited in international case studies for best neighbourhood development and design practices (Commission for Architecture and the Built Environment, 2008),

OPPOSITE The General Griesbach roundabout at Village at Griesbach, Edmonton.
© Stephanie Whitehouse (2009)

and for their neighbourhood development in Calgary they were recently featured in a Reader's Digest article titled "Cool Places to Live, Work, Learn" (Pfeiff, 2008).

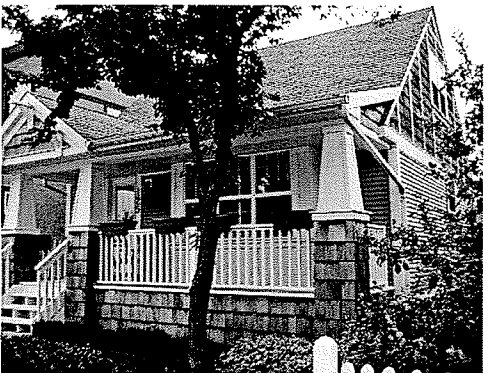
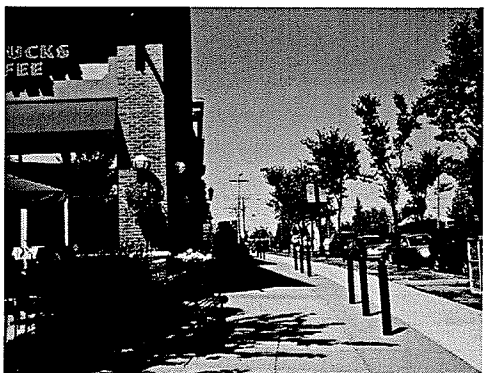
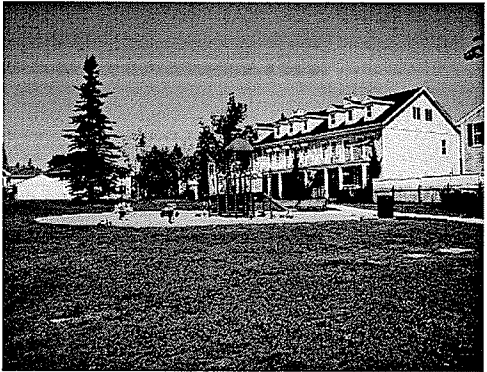
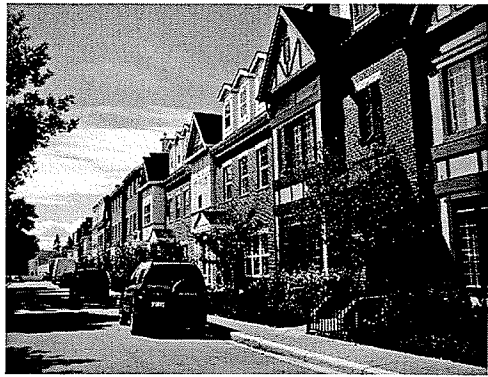
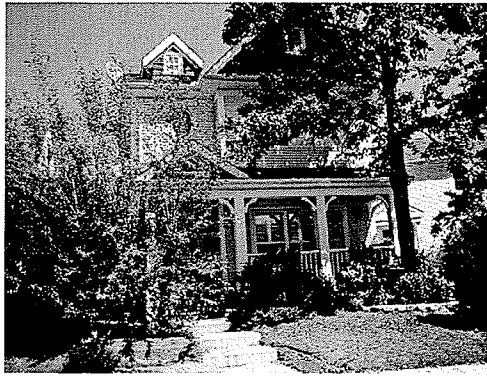
One need only visit a CLC Canadian Force Base redevelopment site to note how different their design approach is in comparison to green field development now common in North American Prairie suburb. The CLCL Annual Report outlines several objectives with which the company operates that set them apart from traditional developers. Many of these objectives align with those of the most contemporary planning and development practices such as the inclusion of affordable housing, environmentally sustainable development, the recycling and reuse of demolition materials, community planning and the implementation of legacy initiatives (CLCL, 2008. CNU, 2000). Their priorities also include the design of mixed-use, pedestrian-oriented neighbourhoods with the provision of ample public and green spaces—a design style referred to as "neo-traditional" or "new urbanist."

One of the essential characteristics that distinguish CLC from other developers is their focus on optimizing community value (CLCL, 2008). In order to achieve this mandate, the CLC approach planning and development with the "long view"—undertaking greater expense of time and money upfront to assure that their projects succeed in the long term as community oriented places (Marsh, 2008).

There are several ways the CLC achieves their community mandate. Linda Hackman, CLC Director of Planning and Urban Design, observed: "you create a community by having a number of different housing types, you create opportunities for people at different stages of their lives to stay in their community and live there" (2008). The provision of a mix of housing styles, which includes seniors complexes, side-by-side houses, townhouses, condominiums, single family detached housing, and affordable housing, enables their neighbourhoods to serve multi-generational residents, from varied incomes to support a whole and diverse community.

In addition to housing considerations, attention to detail in public realm is testament to the CLC's community-oriented approach to neighbourhood design. As discussed, the provision of adequate public spaces such parks, pathways and communal places for activity and social encounter is essential to the success of any place. Mark McCullough, General Manager of CLC in Calgary, identified of the CLC projects: "a big

OPPOSITE CFB
redevelopment
sites in Alberta
by the CLC. ©
Stephanie
Whitehouse
(2009)



focus that we have and where we think we can create quite a value and create a great community is in investment in the public realm” (McCullough, 2008). McCullough explained that up to forty percent of neighbourhood land, including public open spaces and roadways, is dedicated to the public realm and noted that in a neighbourhood plan that is trying to achieve more density, the public realm becomes particularly important (McCullough, 2008).

The process by which the CLC undertakes design and development itself helps the CLC achieve their community mandate. As discussed, one of the most productive ways to achieve a community-oriented neighbourhood is to consult with community and stakeholder groups. In their 2007-2008 annual report, an overview of the CLC methodology indicated that public consultation is established in the primary stages of the development process (CLC, 2008). In Calgary, both the *CFB West Master Plan* and the *CFB East Community Plan* provide vision and policy for site development in a document that was informed by extensive community participation. Partnering with local organizations “to seek input from and engage the community, while evaluating opportunities to create legacies” is also identified as one of the five objectives in the CLC “balanced scorecard,” a measure used by CLCL to gauge whether they are meeting their company objectives (CLCL, 2008). Discussions with the CLC in Calgary and Edmonton verified that consultation with the military community about the history of the site is initiated “right from the start of planning” to help the CLC understand the cultural and historical significance of their sites (Druett 2008).

The inclusion of legacy features in neighbourhood design is another way in which the CLC fulfills both their community and economic mandates. McCullough explained that the location and cultural history of the military properties the CLC acquire allow them to “think outside of the box and do things that maybe wouldn’t be done on a more typical suburban site” (2008). The heritage value inherent to these sites enables the CLC to build on existing aspects of place, which add value to both the quality of community life and the financial worth. Tony Druett, director of Development and Engineering with CLC in Edmonton, explained “we like to say that we optimize the value of the property and by optimize we don’t just mean maximizing the financial return, we are trying to optimize it

for the whole community... its goes a lot further than looking to squeeze the last dollar out of the land” (2008). Both Druett and Hackman noted of the CLC methodology the additional time, effort and financing required up-front to achieve their mandate may discourage traditional developers from following a similar approach (2008). Druett noted “it may be perceived as too much of a risk up-front,” but explained the motives to cultivate a sense of community and to recognize cultural heritage are not solely altruistic. Featuring cultural, historical and natural aspects of place make the sites more interesting and more appealing to residents, which ultimately “does pay off financial dividends in the long-term” (Druett, 2008).

Incorporating historical aspects in neighbourhood design

Building on historical aspects serves multiple purposes in CLC neighbourhoods. One of the most significant purposes is to serve the future communities for whom historical elements can provide a sense of stability (Druett, 2008. Friesen, 2008). Colin Friesen, CLC Director of Development & Engineering in Calgary, explained: “providing a connection to the past makes [the neighborhood] not just another green field, strip-down, start-from-nothing place” (2008). Druett noted the irony of a new development in St. Albert, which had been called “The Summit” despite actually being located at the bottom of a hill. He elaborated: “if instead of doing that you actually build on the real heritage of the area the whole neighbourhood takes on stability and a depth to it, so it really works for future people living in the area” (2008). Cultivating a sense of place based on community aspects of history and culture can articulate that a place is people-oriented.

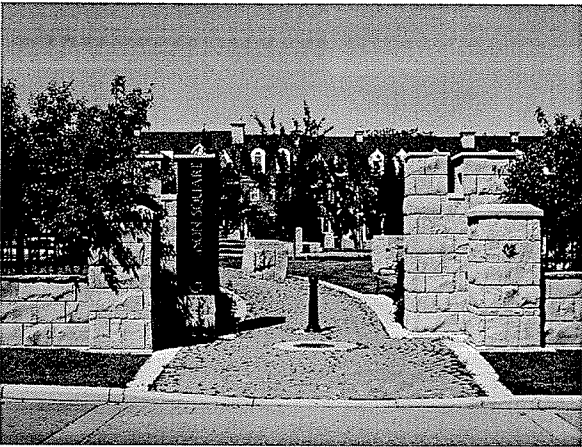
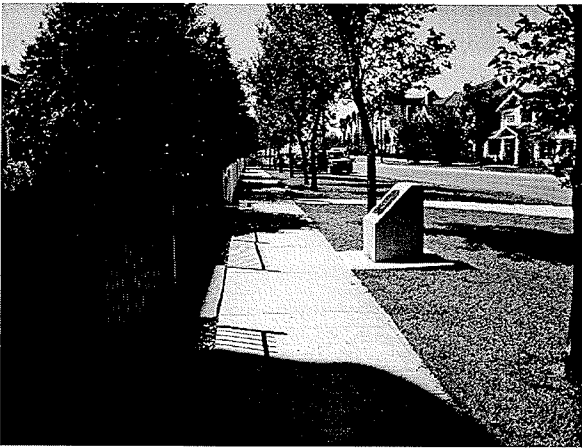
Attention to neighbourhood design details in the public realm is apparent at all CLC neighbourhood redevelopments. Details such as legacy features help to establish a sense of place for the benefit of new communities as well as the environment. The *Melbourne Principles for Sustainable Cities*, established in 1999 at an international charrette to identify best practices of environmental sustainability, included “sense of place” as the sixth principle for nurturing sustainable cities (Newman & Jennings, 2008). In *Cities as Sustainable Ecosystems*, Newman and Jennings address the Melbourne principles and explain fostering a sense of place through recognition of cultural, historical and natural aspects of

place “is vital to psychological fulfillment and developing connections that support more sustainable lifestyles” (Newman & Jennings, 2008. 6).

Incorporating cultural, historical as well as natural aspects of place in neighbourhood design provides the CLC a foundation upon which to establish a genuine sense of place and distinct neighbourhood identity. Friesen observed that the incorporation of historical features has been accomplished in many ways in CFB redevelopment projects, including the preservation of old growth trees and the refurbishment of PMQ housing, which “give the neighbourhood character right off the bat” (2008). Establishing a neighbourhood identity is a marketing device used by many developers to attract residents and sell property. Establishing identity is commonly achieved through architectural style and naming. What differentiates the CLC neighbourhoods is that identity is a reflection of site-specific characteristics, rather than a replication of current trends. Friesen explained the CLC approach to establishing a sense of place comes from “layer after layer of historic meaning and neighbourhood and community” (Friesen, 2008).

While including cultural, natural and historical aspects of place are important to the process of establishing a sense of place and community, balancing these aspects with new community uses is a key consideration for the CLC in their redevelopment of the CFB sites (Hackman, 2008. McCullough, 2008). In the CLCL 2006-7 Annual Report the Currie Barracks is the featured property under the section “Visualize.” The section begins: “The Story of Currie Barracks is the story of a City’s proud connection to Canada’s military and how the combined efforts of CLC and other stakeholders have helped to preserve this legacy for future generations, while also creating an urban, pedestrian-friendly, mixed-use residential community” (2008). While military legacy is at the forefront of almost all of the reporting, promotions and marketing material on the CFB redevelopment sites, attributes that provide occasion for new communities to thrive in place are also given priority. “Redevelopment projects that are founded on a holistic approach that looks at all the relevant aspects of the community, and the culture of the community, can become great places for people to live” (Druett, Rakai & Valeo. 2008. 41).

As well providing a meaningful neighbourhood environment for future users, the recognition of legacy on CFB redevelopment sites pays due respect to the distinct cultural



communities who once occupied the land. Representing military legacy in cities across the country respects their contribution to local as well as national and global history. In discussing the reason for incorporating cultural history Druett emphasized: "it is a story that should be told and very few people really know very much about Canadian Military History" (Druett, 2008). The unique opportunity to recognize the contributions of distinct communities is well respected by the CLC as indicated by the abundance of legacy features at all former CFB neighbourhoods, including the provision of street names, commemorative parks, statues and cairns. Supporting the occasion for public education about place and cultural history is also a visible priority. Other Federal land redevelopment projects by the CLC also highlight historical aspects of place such as at Oliver Village in Edmonton. Oliver Village is a new mixed-use residential neighbourhood transformed from an old rail site. It includes artifacts and plaques paying homage the previous site tenants while educating the public about local endeavours and place significance.

A final additional motivation for the incorporation of legacy features at former CFBs, as noted by both Edmonton and Calgary CLC offices, is to establish a good relationship with the Department of National Defence with whom

LEFT Historical street signs and a cairn featuring "Units, Headquarters and Training Establishments" at Currie Barracks between 1936 and 1997; A commemorative plaque along legacy walk; An entrance to Garrison Square Park; Menin Gate entranceway to residential dwelling units. © Stephanie Whitehouse (2009)

the CLC continues to work (Druett, 2008. McCullough, 2008). Including the DND in the process of developing military recognition on former military sites has helped to establish a client relationship. In anticipation of continuing to work on CFB redevelopment projects, a healthy work relationship bodes well for future opportunities.

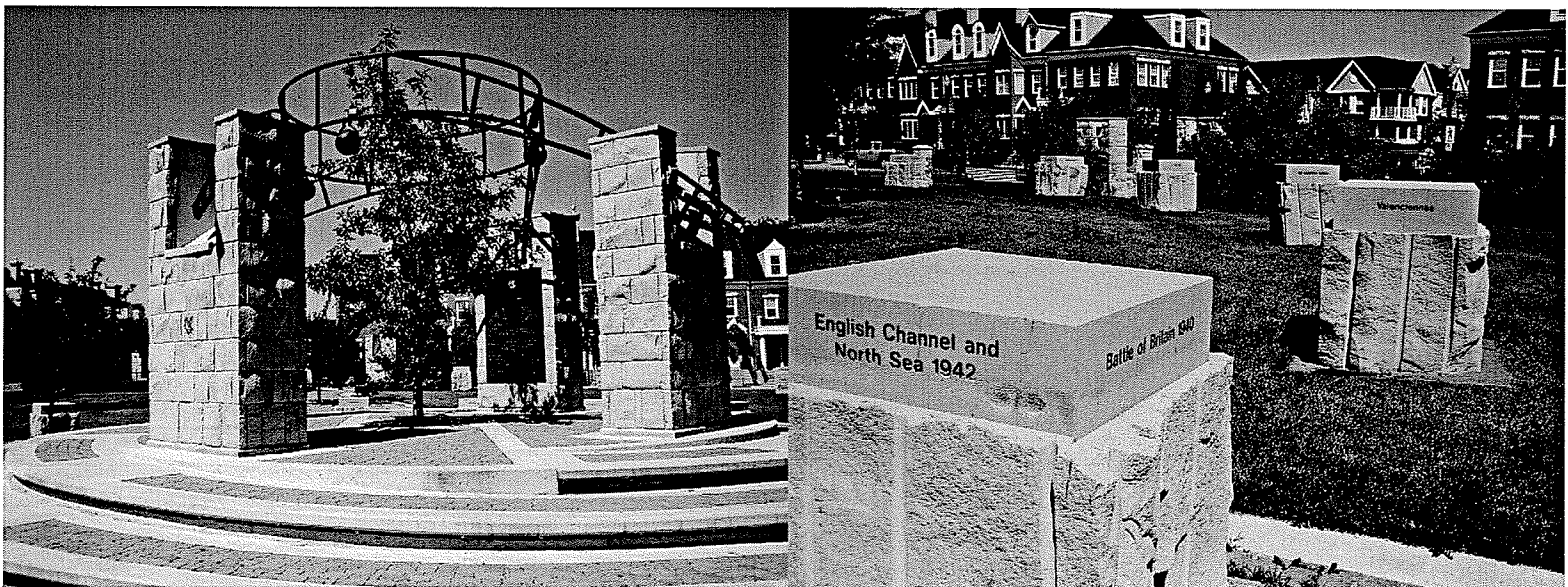
BELOW Central structure at Garrison Square Park; Battle Blocks commemorating Calgary-based Units and their battle honours. © Stephanie Whitehouse (2009)

Legacy features at Garrison Woods, Calgary

Garrison Woods is the first of three parcels of land, which comprise of the former CFB in Calgary to be redeveloped by the CLC. The CFB site consists of three separate and distinct parcels of land, which were declared strategic by the Treasury Department and sold to the CLC for redevelopment in 1998. All three sites are in close proximity to one another in a location considered part of the inner ring of Calgary. Garrison Woods is located on the east side of Crowchild Trail and is a 175-acre site.

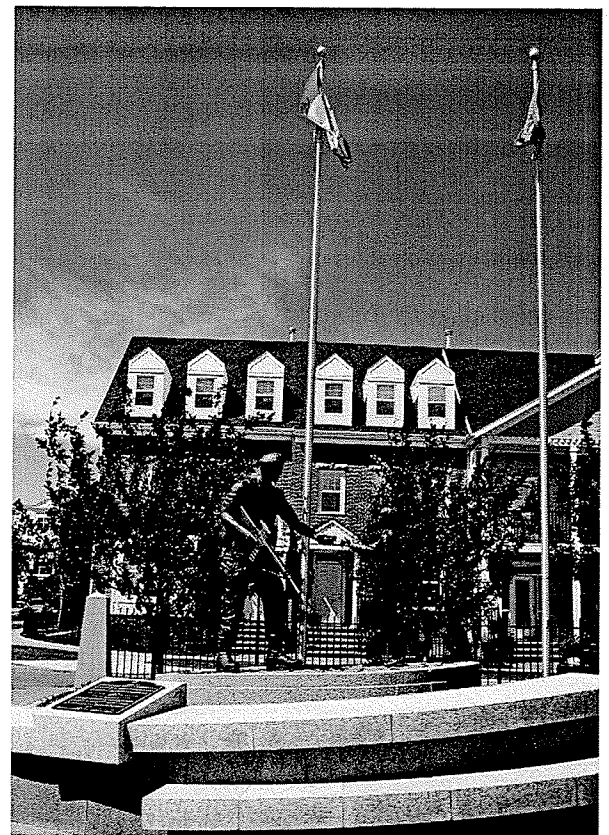
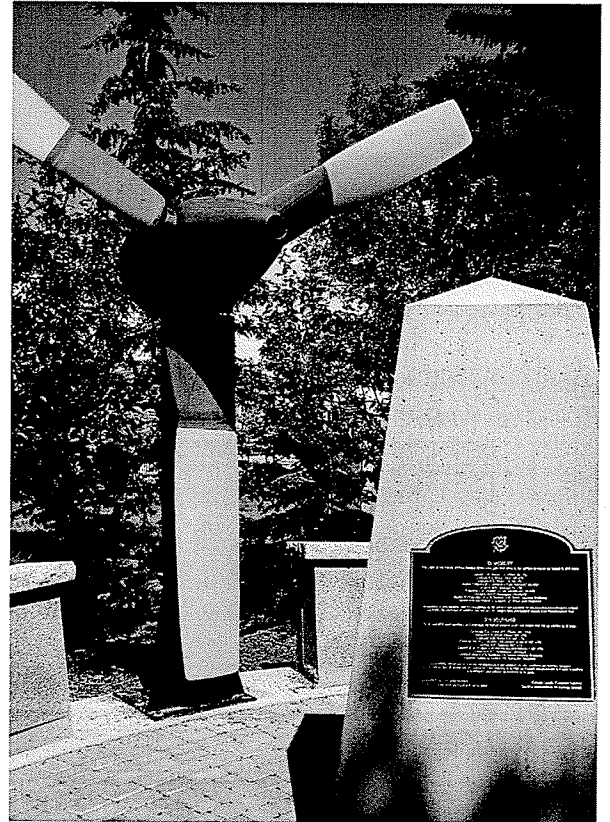
OPPOSITE An actual Buffalo propeller featured at Buffalo Park where soldiers who were killed in an airplane over Syria are commemorated; Bronze statue of a Peacekeeper giving a gift to a child, located in Peacekeepers' Park. © Stephanie Whitehouse (2009)

Prior to commencing redevelopment of the CFB sites in Calgary, the CLC required City Council approval of the planning process for interim and long-term uses of the sites. The planning process developed by the City Council required an Interim Land Use Strategy plan, the *CFB East Community Plan*, for the redevelopment of what is now Garrison Woods and the *CFB West Master Plan* for the redevelopment of what is now Garrison Green and soon to be developed Currie Barracks. A Community Planning Advisory



Committee was established with representatives from neighbourhood community associations, local Business Improvement Zones, and other community members to provide input for the preparation of the *CFB East Community Plan* and the *CFB West Master Plan*.

The *CFB East Community Plan* includes a survey of archeological, architectural and heritage value of the site. Similar to Kapyong Barracks in Winnipeg, the site was “undeveloped pasturage” prior to development for military use (City of Calgary, 1998. 132). In the process of identifying historical significance of the former CFB, the City’s Heritage Advisory Board (CHAB) provided a survey of the site identifying potential heritage value. CHAB recommended street names, commemorating historical battles fought by the former military tenants, be retained and that a “representative portion of the existing site plan and housing types” be included in the redevelopment proposal (City of Calgary, 1998. 133). Many of the recommendation of CHAB aligned with the priorities that had already been identified by the CLC. The PMQs on this site were created in the late 1940s and early 1950s following the site design of “the classical New Jersey Radburn Plan” (City of Calgary, 1998. 98). The Radburn Plan offers a unique housing orientation with a shared front sidewalk instead of a front street and a back lane acting as the access street. At Garrison Woods a significant number of the original PMQs have been refurbished. Street names have



been retained where possible and a military related naming system has been built on throughout the site.

Of all the Calgary sites, the Garrison Woods process involved the least amount of military community participation, though community consultation was an important part of the neighbourhood design. As the first of the Calgary sites to be redeveloped, the CLC worked with the Military Museums to help identify important aspects and legacy features for inclusion as well as to provide research assistance and content verification. As was observed in discussions with the CLC Calgary office, involvement by various veteran groups has increased with the redevelopment of each site (Hackman, 2008). Increased participation is the result of the exceptional job the CLC has done at recognizing the military heritage in redevelopment, which has helped to gain the respect and interest of various military communities.

There are a number of unique and innovative legacy features incorporated into the neighbourhood design at Garrison Woods. The “Menin Gate,” at the entranceway of a mixed-use condominium and commercial building, pays homage to thousands of British and Commonwealth soldiers who perished in Belgium during World War I, but whose bodies have never been found (Canadian History Gateway, 2008). Street names throughout the site honour accomplished military members of regiments and units as well as battles significant to local history. The Garrison Woods Memorial Walk provides a series of plaques telling the story of heroic battle victories by locally based Canadian soldiers. Garrison Woods also hosts the Military Museums, which is dedicated to educating the public about “the victories, tragedies, and sacrifices of the men and women of the Canadian Forces” (Military Museums, 2008).

One of the most creative and moving commemorative features at Garrison Woods is the Garrison Square Park providing a central monument and sculptural elements in a passive park surrounded by town houses. The central monument includes a panel acknowledging the past significance of the site as CFB Calgary. It commemorates the local army, navy and air force units once based in Calgary and acknowledges “the ongoing struggles of Canadian soldiers to keep peace around the world” (CLC). A second panel tells of the history of the Currie Barracks. The park includes sandstone “battle blocks” in

a spiral configuration leading up to the central monument. The blocks highlight various Calgary based units and their significant war and United Nations efforts. A second spiral is incorporated in the design to portray the “opposing forces” of war. This spiral is made of thunderbird crabapple trees, the red leaves of which are to signify the blood spilled at war (CLC). The central structure is designed as a signifier of hope in the search for peace. The Garrison Square Park is one of many examples of what the CLC has achieved as part of their vision to establish a community-focused neighbourhood, while respecting the cultural and historical value of the site’s previous usage. The park is creative, innovative and compassionate representation of the Canadian military.

The challenges of providing commemorative spaces at Garrison Woods should not go unrecognized. Acquiring permission from the City to develop Garrison Square Park was notably difficult because it was considered a “passive park” and did not include “active” features, such as playground structures, preferred by the City (McCullough, 2008). The persistence to incorporate legacy features in site redevelopment has required CLC to devise innovative solutions to secure the City approval and upkeep. A CLC endowment fund was established to sustain the upkeep of the public spaces and legacy features at Garrison Woods. The maintenance is managed by the City of Calgary.

Garrison Woods is a mixed-use residential neighbourhood featuring schools, commercial and office space, a community centre, a number of parks and public squares. As testament to its reception by Calgarians, the redevelopment of Garrison Woods has inspired a great amount of “spontaneous redevelopment” in the adjacent areas and has increased the value of local housing stock significantly (McCulloch, 2008). For the City of Calgary, Garrison Woods has become “a template for their new communities” (McCullough, 2008). The CLC persistence and willingness to push the boundaries of current planning practices in Calgary has required a great amount of time and hard work of the CLC. The pay-off is that the new CLC neighbourhoods such as Garrison Woods, feature prominently as an exemplary neighbourhood design. The City of Calgary now touts as ‘best practice’ attributes they had once challenged such as “innovative and creative and mixed use and live/work and higher density, public transit friendly, [and] pedestrian-oriented.” (McCullough, 2008).

Case Study—Garrison Green, Calgary

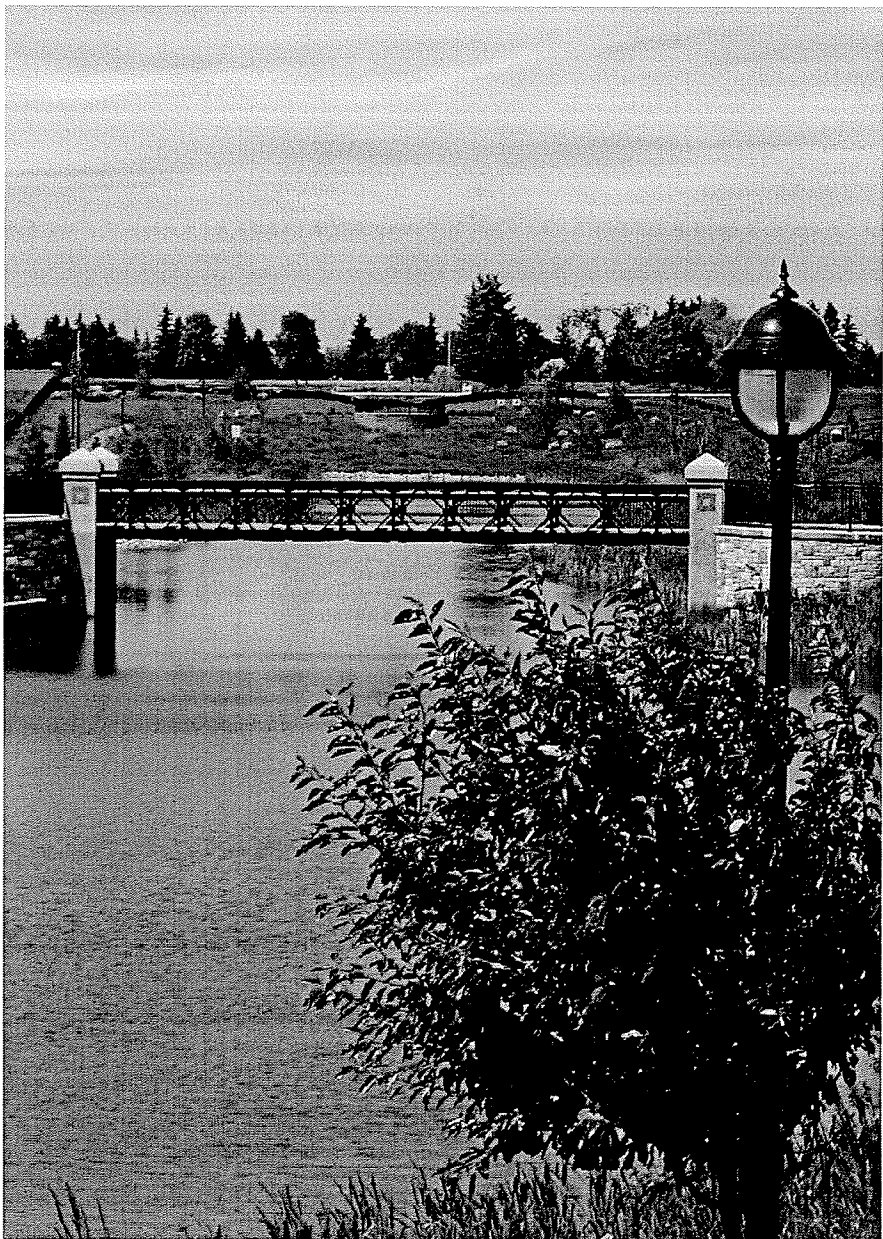
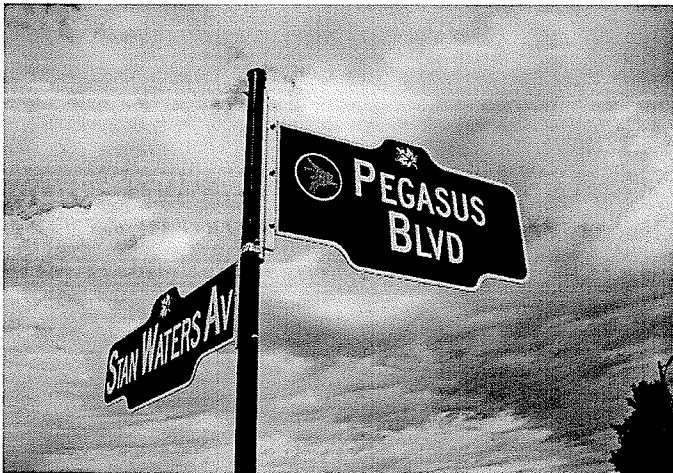
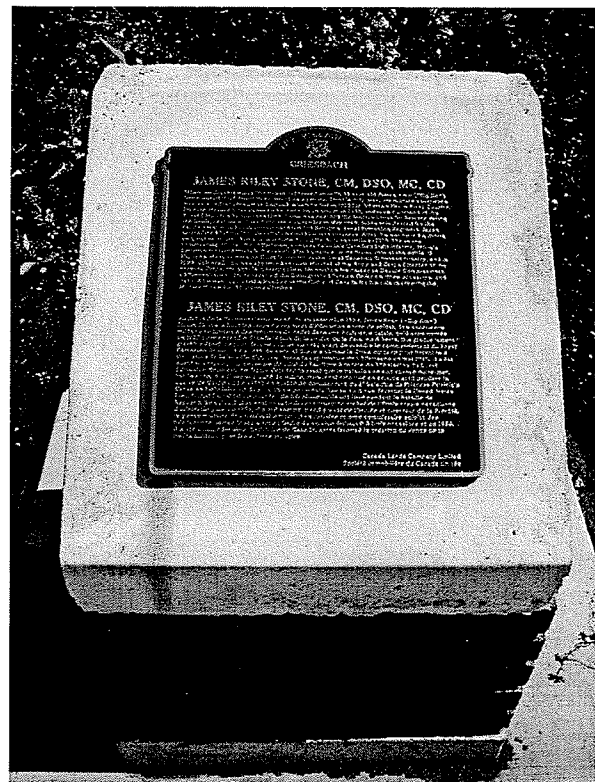
Garrison Green is an 80-acre site south of the Currie Barracks separated by other properties. As the military's Lincoln Park, the site once provided PMQ housing for military personal. Garrison Green is now marketed as a place "where urban convenience meets old-fashioned community charm" (Garrison Green, 2008). The site features a range of dwellings; single-detached, refurbished PMQs, townhouses, and senior and assisted living dwellings, providing opportunity for people at all stages of their lives to be a part of the community.

Military Legacy features prominently in the neighbourhood design at Garrison Green and has a central role in the marketing of the site. Legacy features throughout the entire neighbourhood pay tribute the efforts of Canadian Peacekeepers. Street names, parks and monuments are the primary ways in which the Peacekeeper legacy is represented in the neighbourhood setting. The Garrison Green website includes a short biography on each of the Peacekeepers honoured on the site. Plaques are also provided along sidewalks and in parks to educate local residents and visitors.

A Peacekeepers' Park is one of the most substantial legacy tributes at Garrison Green, featuring a Wall of Honour and bronze statue. The Wall of Honour pays tribute to the hundreds of Canadian Peacekeepers who have perished during peacekeeping missions and includes space for additional acknowledgements, which reminds the public of the ongoing human cost of Canadian Peacekeeping efforts. The statue features a Peacekeeper carrying a machine gun and handing a doll to a child conveying the reality and humanity of the Peacekeeping endeavours. The park has been embraced by local Peacekeepers, who hold an annual commemorative ceremony at the park. Hackman observed, providing a location for a military event furthers the connection between the location's past and present communities and provides a greater occasion for public education and recognition of Canadian military achievements (2008).

One of the most unique legacy features at Garrison Green is located at the Buffalo Park. Named after nine peacekeepers who were "killed in a Buffalo airplane over Syria in 1974" (Garrison Green, 2008), the park features an actual Buffalo propeller with an accompanying plaque describing its commemorative tribute. The Buffalo Park is an active

CLOCKWISE
FROM TOP LEFT
Refurbished
PMQ dwelling;
One of many
plaques located
on sidewalks
throughout the
neighbourhood
providing
historical
background
about street
namesakes;
Replica Bailey
Bridge; Statue of
Mrs. Griesbach;
Commemorative
street signs.
© Stephanie
Whitehouse
(2009)



public space providing a children's play-structure and field adjacent to the Buffalo propeller and plaque. The children's play area features a child-sized airplane and play structure.

Similar to Garrison Woods, an endowment fund was established to sustain the upkeep of the park and legacy features at Garrison Green. A residents association will also be established to oversee the management of the features and amenities in the public realm. Unique to the context of Garrison Green will be the inclusion of a non-resident member, a military Peacekeeper representative, on the residents association. This situation was initiated by the CLC to assure the military legacy features are preserved at Garrison Green, in response to clause in the "optional amenities agreement" with the City of Calgary giving the City authority to use the CLC endowment money to "repair, maintain or *remove*" the legacy features on the site (Hackman, 2008).

Case Study—Currie Barracks, Calgary

Currie Barracks is the last and the largest of the three Calgary sites in the process of being redeveloped. While the other two sites were the locations for PMQs and logically translated to neighbourhood developments, the Currie Barracks site functioned as a location for militia training, services and barracks. Covering an expansive area of 200 acres, the site redevelopment presents an opportunity for a mix of land uses.

An extensive community consultation process was undertaken and a Citizens Advisory Group established to prepare the *CFB West Master Plan*. As part of the planning approval process the Master Plan, an in depth policy document outlining the future uses and visions for the expansive area, was a requirement of the City Council of Calgary. The process of developing the Master Plan for the west site involved a greater number of citizen groups, stakeholders as well as municipal, provincial and federal representatives, and was subsequently a long and arduous undertaking. The *CFB West Master Plan*, includes a section devoted to "Heritage Conservation and Military Legacy Policies". The policy acknowledges that "a key component of the Plan is to commemorate and celebrate the military legacy of Canadian Forces Base Calgary by supporting the preservation, rehabilitation and adaptive reuse of the historic landmarks in CFB West, and ensuring the historic resources are respected and appropriately integrated within the redevelopment of

the Base” (*City of Calgary, 2000. 12 & 62*).

Of all the sites discussed in this report, the Currie Barracks has the longest history of military use. Many of the buildings that remain on the site were constructed in the mid-1930s during the Depression for the purposes of providing permanent forces training facilities. Twelve buildings and locations have been designated a “Provincial Historical Resource.” This designation represents the largest collection of urban historical buildings in the Province of Alberta (*CFB West Master Plan, 2000*). The City of Calgary Heritage Advisory Board has also identified buildings, locations and trees as potential heritage landmarks (*CFB West Master Plan, 2000*).

Heritage recognition by the Provincial and Municipal Governments, acknowledges the significance of the former military base not solely for architectural merit. It is the Harvey Hall, the entranceway to a training building, that has been identified as Municipal Heritage Site and requires preservation rather than the whole building in which it is housed (*City of Calgary, 2004*). The Parade Square at Currie Barracks has been recognized for its “form only,” meaning that the new development must echo the “square” form, using the parameters, the edges or the corners in its future function. Its military legacy must be communicated to future occupants. McCullough explained on a tour of the site that some buildings will need to be preserved for their facades only, while other buildings such as the Barracks buildings must be acknowledged in the “exterior massing, appearance and colour” of any new buildings that may replace the existing ones (2008). Each designation at Currie Barracks is as unique as the site it recognizes, and will require a creative and imaginative way of adapting and interpreting its re-use and recognition.

Case Study—Village at Griesbach, Edmonton

The former CFB Griesbach located in north Edmonton is an expansive area 629-acres in size. The new neighbourhood development, Village at Griesbach, has been divided into quarter sections and is currently in the staged process of redevelopment. The most recent planning document for Griesbach, which informs neighbourhood development, was adopted in 2006. The *Griesbach Neighbourhood Area Structure Plan (GNSP)* was prepared by the Planning and Policy Services Branch, City of Edmonton, and is as a consolidation

of previous bylaws adopted by council (GNSP, 2006). The plan was developed to create a planning framework that ultimately would facilitate with the process of development and development approval (GNSP, 2006). Related to cultural history recognition, the Village at Griesbach plan acknowledges “many opportunities to embrace the military history, as important as it is to Edmonton, into the redevelopment of Griesbach” (GNSP, 2006. 8) and provides a history of the sites namesake at the beginning of the report.

Military history features prominently in the public realm at Village at Griesbach. Street names bearing military significance are featured throughout the site, replacing the standard Edmonton numbering system. Gault Boulevard is one of the main streets in the southeastern quarter section of Village at Griesbach. Village Griesbach also features a Kapyong Avenue and Patricia Lake, sharing some history with Manitoban military. Walkways and pathways include discrete plaques, providing stories of historical figures and achievements—educating the public about the relevance of the naming system.

A small forest of trees have been preserved and named “Sanctuary Woods.” The name refers to woods near St Eloi, Belgium where Canadian soldiers suffered many casualties defending the Ypres salient. The retention of mature and old growth trees has been a practice of the CLC at all CFB site redevelopments. Mature trees help to establish a sense of place by removing the ‘newness’ factor from the site and providing a natural and historical grounding. Recognizing old growth trees as an asset to neighbourhood environment, the CLC have gone to great lengths to incorporate mature trees in their design. In more than one case the preservation of mature trees has meant a house design had to be adapted. McCullough pointed out, on a tour of Garrison Woods, a rare house design featuring a front entrance garage, permitted as an exception to the neo-traditional neighborhood design for the sake of preserving an old growth pine in the back of the house (2008).

Military community involvement on an ad hoc committee occurred from the early stages of site design and development in Edmonton. Similar to the legacy design approach at Currie Barracks, the multiple and varied history of Edmonton’s military has been structured in themed areas within the neighbourhood development. These areas identify historically significant military endeavours, such as World War 1, World War II and the Korean War. The provision of themed areas has allowed for a comprehensive and layered

military history to be conveyed to new communities that may have no former knowledge of key figures and battles.

One of the most impressive and unique legacy features of all of the CFB sites is the Bailey Bridge at Village at Griesbach. Relating to site-specific military units, the bridge pays homage to the Military Engineers who worked at the former base. The incorporation of the Bailey Bridge also recognizes the soldiers who carried the structures across expansive territory during times of war. The additional provision of an authentic historical piece of a Bailey Bridge in a nearby park facing the assembled replica includes information about how the bridge functioned and where and why it was used, offering viewers an appreciation of the challenges soldiers must have faced carrying the structure through treacherous conditions. The Bailey Bridge is example of how legacy feature can be interactive and educational, adding dimension to the local environment, while pragmatically functioning in the local context by providing a physical connection across a water reserve. Druett explained of the uniqueness of such legacy features as the Bailey Bridge that “almost every innovation has originated in what the politicians would call a ‘grassroots’” (Druett, 2008). He continued that while much credit is due to the community members and stakeholder groups involved in determining legacy features, credit must also be given to the CLCL for supporting a work environment that enables community-generated ideas to be realized (2008).

Implications

A notable strength of CLC neighbourhood redevelopments is that no two sites are alike, which is testament to how contextually the CLC approach their design and development. When discussing the CLC methodology, Hackman observed “you have to look at every site contextually...the principles can be the same but in combination with the context you should end up with something quite different” (2008). “Customization” is an important methodology for the CLC as a part of a placemaking process. The customization of neighbourhood development is responsive to the local environment and community. Embracing customization as a methodology is also a means for the CLC to meet their objective to be “innovative.” What might be perceived as a limitation or obstacle by traditional developers,

such as the required preservation of heritage buildings, is used by the CLC as a spring-board for creative and innovative solutions that ultimately enhance a sense of place and character. The refurbishment of the PMQ houses are an example of how successfully old buildings can be given new life and add dimension, interest and accessibility to a neighbourhood.

One of the challenges of providing legacy features for the CLC has been acquiring approval from the City for their maintenance. McCullough acknowledged the provision of legacy elements does require additional maintenance for the parks and public grounds and the City has a legitimate concern for their long-term care (2008). Hackman emphasized, “it has been a learning experience from the beginning, not only for us but to try to get the City to a place where they would allow us to achieve our design objectives... the battles early on were because many of the legacy components were situated within the public realm, be it the street signs or where we locate the cairns” (2008). Several innovative solutions have been developed by the CLC including the provision of an endowment fund, the interest of which is used to pay the City for the additional costs of maintenance or to hire a private company for upkeep. Going forward, the CLC will also help to establish Residents Associations to oversee the maintenance of the public realm, adapting the committees when necessary to assure there is long-term maintenance of legacy features.

The concept of “balance” was identified, in discussions with CLC representatives, as a fundamental goal of neighbourhood design (Friesen, Hackman, McCullough, 2008). Hackman observed of the CFB redevelopment projects, one of their challenges was to “balance how the public spaces get used with military themes” (2008). Hackman noted that in creating parks and pathways with commemorative features; “they also have to work as public spaces for the community at large” (2008). The CLC has achieved balance in previous neighbourhood redevelopment projects by making sure that “one use or one group of uses does not overwhelm the other” (McCullough, 2008). The issue of balance also extends to how the story of military legacy is told in a neighbourhood context. Druett observed “it is a fine balancing to get [historical text] so that the average person on the street can understand it and find it interesting and so it does not just read like some sort of museum text that is cold and formal. But on the other hand we do want it to be accurate and tell a true story” (Druett, 2008). Recognizing that the historical reference

and features must consider the activities and interests of the new communities is an vital aspect of successful neighbourhood design.

On a tour through the multiple Calgary CLC sites McCullough explained the intricate details of the legacy features that were thoughtfully incorporated in their design. He also provided a broader perspective of the challenges and lessons learned from the particularities of each site development project. He pointed out features that are not of the caliber they had hoped to achieve, such as an elevation adjacent to a park area at Garrison Green that does not succeed in enhancing the level of comfort and intimacy that other CLC locations have achieved. McCullough explained that the CLC experienced a few insurmountable challenges in acquiring City approval at Garrison Green. However, he optimistically observed that the CLC now has an opportunity to show how different aspects of urban design can improve the quality of the built environment and achieve a greater sense of place (2008).

A significant opportunity for the Canada Lands Company has been to set new standards for the process and practices of development in Alberta and across Canada. “I think we’ve had a huge impact on community planning in general... it’s not only the legacy it’s the whole issue about creating more complete, walkable, sustainable communities” Hackman observed (2008). The CLC has been persistent in pushing the agenda, taking the time and spending the money to generate distinct neighbourhood designs and development. The financial and critical success of their projects exemplify that initial investment in the public realm, in cultural and historical aspects of place, in a mix of housing, in community and in sustainable practices pays off substantially in the long-term. 🌳

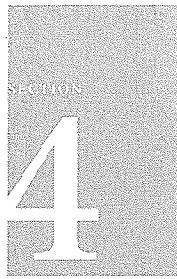
“To commemorate means to remember together, for indeed this is the role that the physical environment can play so well: to be a stable visual (audible, olfactory...) emblem which enables an intimate social group to remember together. Trees planted at a birth, gravestones, footprints in the sidewalk, personal carvings and decorations, favourite sitting places of well-remembered people, photographs and sketches, playhouses—such things humanize the landscape, and make us keenly aware of who we are and who we were.”

Kevin Lynch, CITY SENSE AND CITY DESIGN, 1996

Recommendations

4





Recommendations

Summary

An aesthetic approach to urban design focuses on the physical aspects alone, limiting the significance and meaning to a specific time, audience and trend. The danger of this approach is the creation of generic or artificial environments that do not suggest that a place is genuine or meaningful. Subject to the whims of fashion, an aesthetic approach can also result in a 'Disneyfication' of the neighbourhood environment, devoid of real meaning, culture and community. The disconnection between what the style promises and the reality of the urban environment, cultivates a disassociation from places as meaningful reflections of a regional and cultural climate. Good design resists the creation of generic and fictional environments by incorporating existing features and attributes into urban design.

PREVIOUS:
A date embossed
in a sidewalk
in New York
city without
immediate
reference to its
significance.
© Stephanie
Whitehouse
(2009)

With or without a determined residential community in place, the Kapyong site will still be designed and decisions made that will have an affect on the perception and function of the neighbourhood. These design interferences will begin to inform a place identity. Representing the history of multiple communities through visual elements can begin to offer a sense that the neighbourhood is a people-oriented place. Weaving these elements through the neighbourhood to engage pedestrian activity and give people something to look at may support more social and active community. Including people in the placemaking and design of these elements will enable these elements to be more appropriate and significant to its future residents. Preserving the cultural history in place reminds the new residents that people were here before and that this place has life, meaning and character in its fabric.

The following section provides recommendations for the creation of legacy features

at the former Kapyong Barracks site. These recommendations present a summary of key findings from research on the cultural history of the site that are relevant to the design of legacy features.

The objective of the recommendations is to facilitate in the process of neighbourhood design that will reveal the rich cultural heritage of the site. The recommendations also aim to support the design of a community-oriented place that will provide an interesting, engaging and meaningful environment for its future community.

The recommendations may be used as a guideline for the provision of legacy features at the former CFB site. Sections 3.1 through 3.8 focus on design aspects, while section 3.9 to 3.11 provide recommendations for the process of creating legacy features.

Next Steps

This practicum has focused on the preservation of cultural history in the redevelopment of an urban place. Contemporary preservation practices seek not only to recognize the architectural merits of a place, but more importantly to preserve the value that a place and its features has socially, culturally, regionally, and naturally. Investigating elements and attributes of place in the preliminary phase of design allows the designer to preserve what is already cherished about a place and to build on what already offers a sense of place.

The Kapyong Barracks site in Winnipeg is on the cusp of redevelopment and will soon be transformed from its former use as an urban military barrack into a mixed-use, community oriented neighbourhood by the Canada Lands Company (CLC). The CLC has set a national precedent for the redevelopment of other former Canadian Force Bases (CFB) across the country. The preservation of cultural and historical legacy in site design has added a valuable dimension to their CFB redevelopment projects. Including cultural and historical perspectives in neighbourhood design is a placemaking practice that supports the principle of developing a community-oriented environment.

In examining the process by which the CLC approach the preservation of cultural history in redevelopment sites, the CLC approach is closely aligned with a values-centered approach to planning. While some built form on the CLC redevelopment is recognized

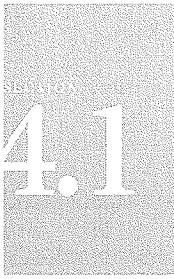
for its heritage value, it is the broad cultural history of military that embellish all of the CF base redevelopments. An example of this approach is the Village at Griesbach in Edmonton. Military legacy on the site is varied and layered reflecting individual achievements, regimental honours, distinctions of Provincial military, as well as the military service endeavours of Canada. Plaques, street signs, parks, and artifacts are all devices used to convey the diversity of military service and culture. The inclusion of features such as the Bailey Bridge, a portable bridge designed for military use, pays homage to military engineers without whose service the army could not function. The provision of features such as the Bailey Bridge remind non-military members that the services provided by military are multiple. Legacy features at the sites offers recognition of the broader military community and their collective and unique services for the country.

One consideration that has arisen from this process is the stages in which public input is sought. While input from the preliminary stages was identified a priority of the CLC, input at latter stages where design concepts were being developed was not indicated as a priority. Subsequently interpretations were at times cliché or lacking in a truly unique or distinct manifestation. In order to avoid design production developed from personal interpretation, ongoing community input at all stages is one of the most important recommendations provided. Through continued consultation and collaboration, unique and meaningful design direction can be achieved.

This practicum provides recommendations for the incorporation of legacy features in the redevelopment of the former Kapyong Barracks site in Winnipeg. A version of this practicum was developed as a report for the Canada Lands Company, which included a summary of research and findings that may be used as a guideline for the provision of legacy features unique to the Kapyong Barracks site. The provision of recommendations for the development of legacy features can help in the transformation of the site into a distinct and meaningful neighbourhood. Cultural and historical perspectives in neighbourhood design can enrich the urban environment for residents. Preserving place history also respects that places carry value for former communities. The military community have a long history in the city of Winnipeg. Preserving military history in the redevelopment of the Kapyong Barracks site pays due respect to the ongoing efforts of Manitoba's Military community.

Research and community feedback for this report has begun to identify meaningful aspects of the site history that may be incorporated in future uses. Preliminary research has indicated that the site has a strong connection to the vast and varied history of the Manitoban military community. Community consultation for this practicum has also demonstrated the value of community input in the process of identifying relevant content for legacy features at the former Kapyong Barracks.

Information provided in this practicum represents the preliminary phase of the design process, the Understanding Phase. This information is intended for use by the developers and designers who will adapt the area from an urban military barrack into a neighbourhood. The next step in the design process for the development of the Kapyong Barracks site is the Exploration Phase in which stakeholders and community, both existing and future, are engaged in the design process through a series of charrettes.



Start from the beginning and tell the whole story

Include a broad perspective of Manitoba's military history and the many Units and Services who have participated in military activity. The site's historical lineage presents a unique opportunity to respectfully represent Manitoban's long history in war and peacetime efforts in a comprehensive, inclusive and educational manner.

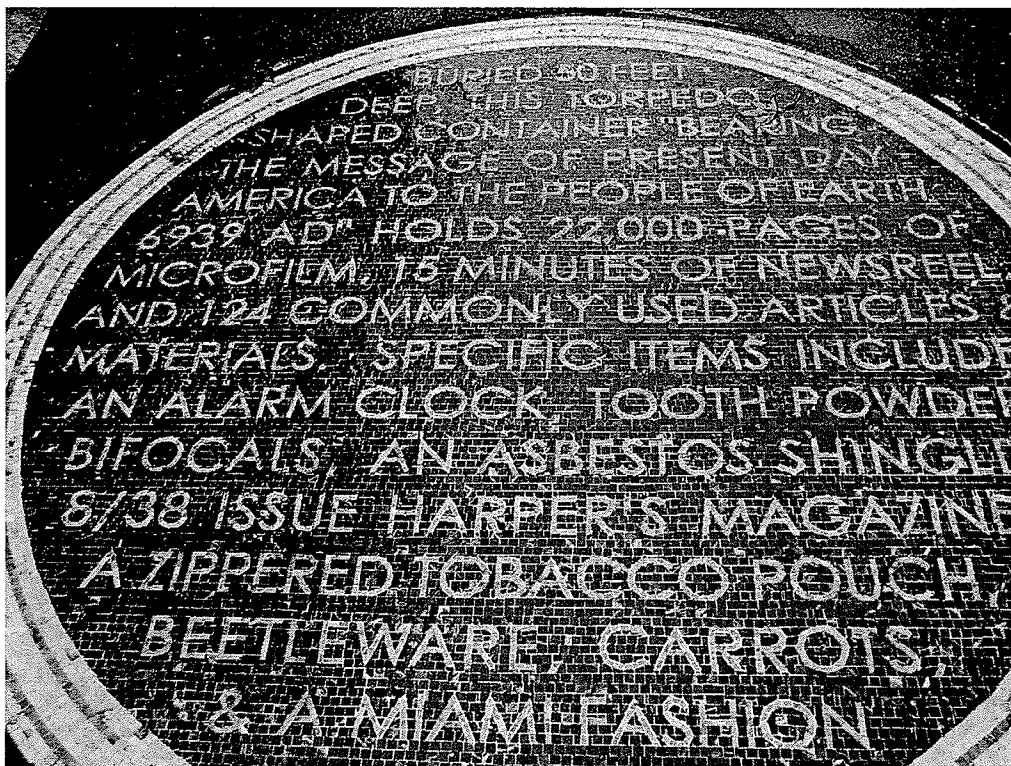
As discussed, the closing of the Kapyong Barracks marks the end of the line for the Fort Osborne Barracks, which had been a part of Winnipeg from the early days of the City's establishment. The potential for the site to represent the long lineage of military activity is important to recognize. The Kapyong Barracks site has a connection to almost all of Manitoba's military communities and activities. Presenting the whole story of Manitoba Military will give context to the cultural history of the site and provide a greater opportunity to educate new communities about important local and national history. Balancing immediate local history with the broader Manitoban and Canadian military achievements will provide the opportunity for a greater connection to be made by more people.

A themed approach similar to other CFB redevelopment projects is one way in which the story of local and regional history may be told in a comprehensive manner. Working with local military communities will help to identify themes and topics for consideration. As observed, a comprehensive history of Manitoba's military is a story that has not been yet been told. Telling this important story on a site that was occupied by the military is both relevant and invaluable. 𐄂

Incorporate location specific recognition

Tie legacy elements to significant historical locations. Tying historical elements to relevant locations amplifies their potency, connecting future residents temporally and spatially to the site history, while preserving that which carries meaning to past communities.

Redevelopment projects such as the Kapyong Barracks site offer the unique opportunity to reflect old uses in new form that can provide the future neighbourhood with stability and character. There is a great amount of history and many anecdotal stories from the site's past usage that may be incorporated and interpreted into compelling legacy features. There are also specific buildings and location, identified through initial community consultation, that hold particular cultural significance. While buildings such as the Officer's Mess or Lipsett Hall may not prove to be suitable for adaptive reuse, these



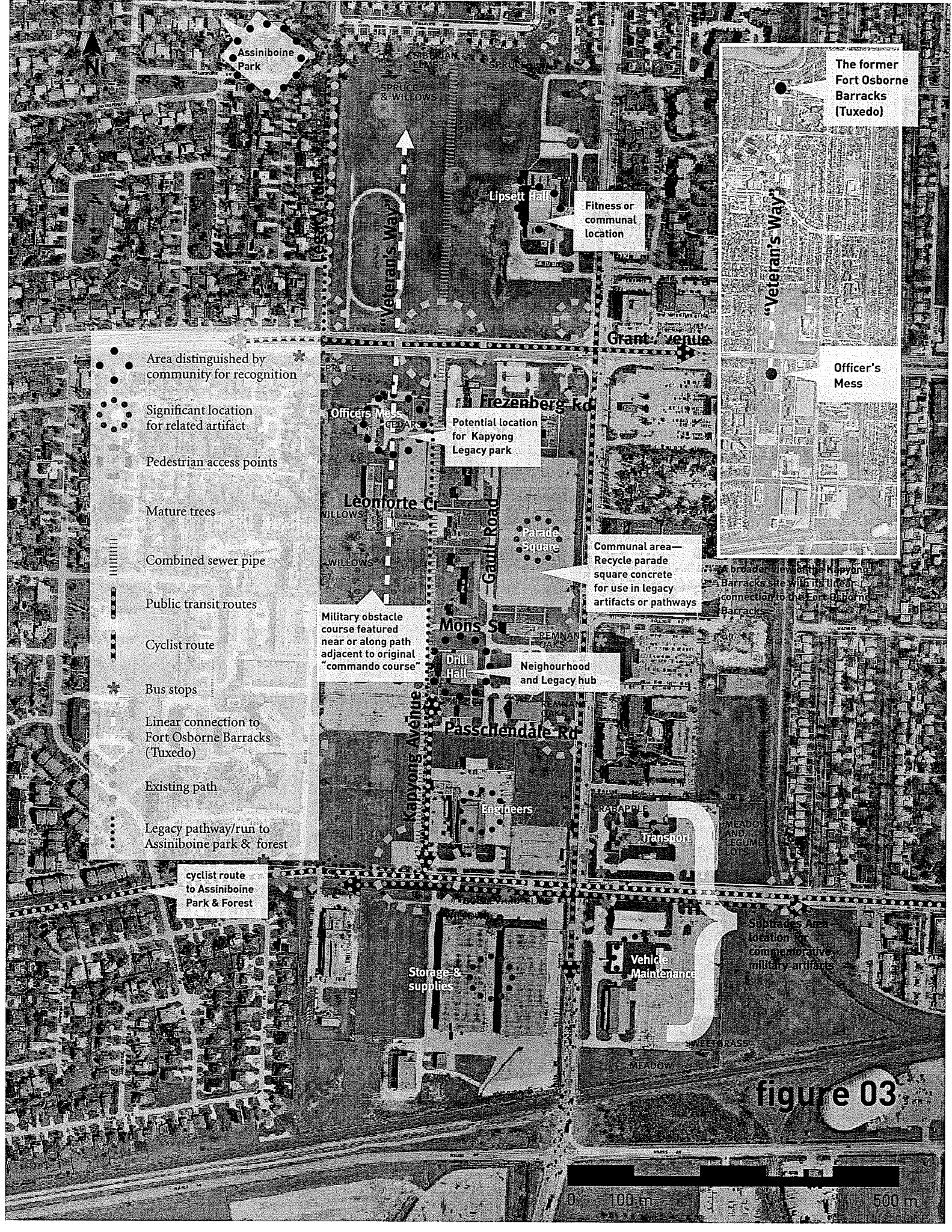
LEFT Mosaic text describing a time capsule buried in 1938 on the grounds of the World's Fare in Flushing, New York. © Stephanie Whitehouse (2009)

locations and others are relevant to the site's military legacy. The location in front of the Officer's Mess, where the Kapyong Cairn was once situated, has been identified as a place that carries significance to the military community. This location would be a meaningful place to include a park to commemorate the Battle of Kapyong and Korean War, as suggested by the community [figure 03]. The Parade Square and the Drill Hall were also identified as places that hold the imprint of stories and memories for the military. Commemorative features situated at these locations would give context to the site as historical.

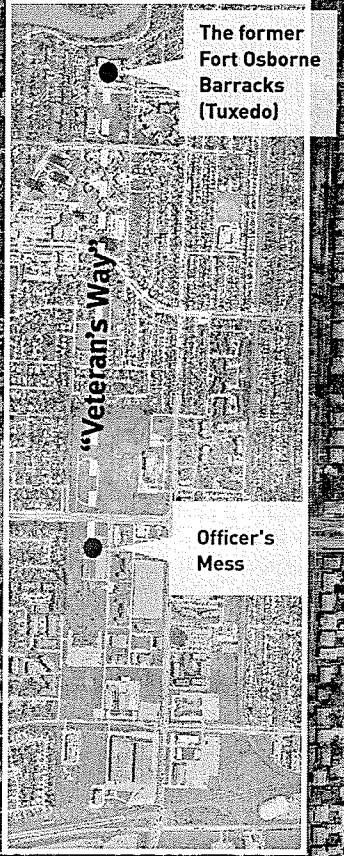
Many interview participants also emphasized that military service extends beyond the duties of wartime efforts and that acknowledgement to the greater military service should be included in commemoration. This also may be achieved through location specific artifacts that articulate the previous activities of the various service corps who once occupied the site.

Location is important to the military. Commemorative locations serve as signposts to remind the military community and the greater public of the sacrifices that the military has made in battle. While the Kapyong site is not a place of battle, there are specific locations that have been utilized to recognize achievements and sacrifices, which still resonate with the military community. Regardless of whether actual buildings are preserved, incorporating remnants of the sites previous form and/or usage by providing markers that convey past relevance, can connect new communities to the cultural history of their neighbourhood. Adapting previous land use through creative markers that tell of the story of the site's previous usage will add dimension and interest to the neighbourhood. 🌳

OPPOSITE
Figure 03—
location map
highlighting
significant
locations and
potential points
of connection.
Orthomap
of Winnipeg,
modified. Used
with permission
from *Atlis*
Geomatics (2009).



- Area distinguished by community for recognition
- Significant location for related artifact
- Pedestrian access points
- Mature trees
- ▬ Combined sewer pipe
- ▬ Public transit routes
- ▬ Cyclist route
- ★ Bus stops
- ▬ Linear connection to Fort Osborne Barracks (Tuxedo)
- ▬ Existing path
- ▬ Legacy pathway/run to Assiniboine park & forest



cyclist route to Assiniboine Park & Forest

figure 03



4.3

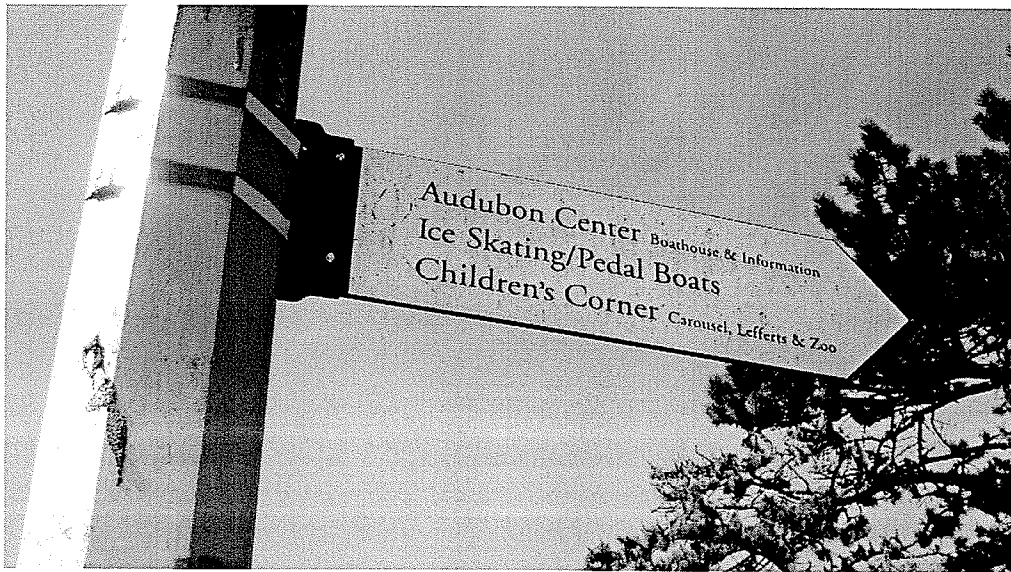
Create legacy pathways, community connections

Encourage activity in the public realm by including pathways with points of interest and historical reference throughout the site. Consider access to the greater context in a pedestrian-oriented neighbourhood design.

The development of adequate routes for all modes of transportation throughout the site will be an important consideration. It has been a practice of CLC on other redevelopment sites to create neo-traditional grid-like streets with short blocks. This design approach encourages pedestrian activity and the use of public spaces throughout a neighbourhood. Similar development at the Kapyong site will transform how the area is utilized and can encourage pedestrian connection within the neighbourhood as well as in the surrounding area. Orienting pathways to connect to local amenities such as Assiniboine Park and the commercial areas such as Tuxedo Mall and Kenaston Mall may encourage more pedestrian-activity in adjacent neighbourhoods. Pathways and gateways to adjacent neighbourhoods will help to integrate the new neighbourhood into the urban fabric of the area.

The concept of a legacy run to Assiniboine Park was introduced by many of the interview participants.

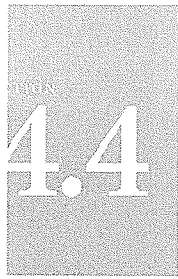
A legacy run offers both spatial and temporal dimensions to the site by providing a connection beyond the boundaries of the neighbourhood and a link to the activities of the site's former community. Providing fitness features such as an "obstacle course" similar (but safer) to those used for military training would be a unique and engaging way to balance cultural history with the health interest of new communities. Whether people walk, run or bike, the provision of pathways throughout the neighbourhood can help to cultivate a healthy and safe community.



The enhancement of walkways with the use of meaningful visual elements will encourage a more pedestrian-oriented environment. The inclusion of legacy features can provide both points of interest along pathways and can be significant destination places within the neighbourhood. Acknowledging and building on the military legacy of street names is a practice at other CLC sites that was appreciated by most of the interview participants. A similar approach with accompanying plaques describing the historical significance would be appropriate at the barracks redevelopment site in Winnipeg. As a pedagogical device to convey history, pathways may also be used as time-lines to provide a sequential history of Manitoba Military.

The opportunity to make regional and global connections through meaningful historical references is also present. Considering the military's connection to locations across the globe, this offers a unique opportunity for legacy design features to orient communities to their greater global context. 🌳

LEFT Wayfinding signage adjacent a pathway directing the public to park features.
© Stephanie Whitehouse (2009)



Preserve, adapt & reuse

Employ significant buildings as well as salvaged materials to convey military legacy. Utilizing actual buildings and materials will create a greater connection between the site's past and future uses and will facilitate in the creation of a unique neighbourhood environment.

Adaptive reuse of buildings is a familiar practice of the CLC, which has facilitated in the creation of unique local environments. The historic designation of the Korea Hall preserves a building that was identified in community consultation as having an important cultural significance. In its adaptive reuse, utilizing a portion of the Korea Hall for the display of stories, personal anecdotes, photographs, artifacts and elements that relate to its military history would be a potent and meaningful way to convey place history. These features can provide interest, connection and education about the sites previous use in a building that was actually used by the military.

If the Korea Hall's future adaptation is accessible to a broad public, the building may also be used as a 'legacy hub,' connecting and referencing legacy features throughout the site and providing a greater opportunity for community education and interaction. The occasion for recognizing past histories in site design do not always require literal or immediate translations. The use of select and discrete artifacts along legacy walks throughout the site can be used to remind new users of place history; without including immediate reference to their origins, these features can provide visual intrigue and wonder. As a legacy hub, the Korea Hall may be the location where the story of each artifact is revealed.

Material salvaging is also a CLC practice that distinguishes them as exemplary for their environmentally sustainable development practices. Salvaged materials from the site for reuse in neighbourhood design presents an opportunity to connect the past with future uses. Bricks from the original Fort Osborne Drill Hall were once used to rebuild the second Fort



Osborne Drill Hall, carrying with them a cultural imprint. A similar consideration to reuse would be appropriate for the creation of artifacts and features relating to military legacy. For example, concrete from the Parade Square may be reusable and may be incorporated in the creation of a legacy pathway, sculpted into artifacts or can provide a surface for children's chalk drawing gallery that prompts consideration of historical, natural and community aspects of place. New features built out of old forms can become a part of the sites character as well as a pedagogical device to teach new residents about past usage. 𠄎

LEFT A structure at the abandoned obstacle course at the Kapyong Barracks site. © Stephanie Whitehouse (2009)

4.5

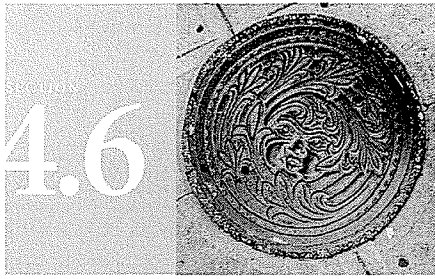
Cultivate opportunities for interaction and education

Recognize the opportunity for legacy features to engage new communities. Providing opportunity for the public to engage with legacy features as more than just landmarks will enhance their function and comprehension.

The provision of legacy features at Kapyong will take on added dimension if they present the opportunity for interaction and learning. Including descriptive panels and plaques are a valuable way to educate the public about the significance of street names, locations and artifacts featured on the site. Incorporating artifacts and interactive features that make reference to military legacy will also help to educate new communities about the past by providing alternative perspectives and entry points for learning.

There are a myriad of creative and dynamic ways in which to make reference to the site's military legacy. A child's play area might include a horse play structure or horse swing made from recycled military vehicle tires that makes reference to the original Royal Canadian Horse Artillery once stationed at the barracks; a peace garden that encourages the community to plant flowers for fallen soldiers may allow for ongoing participation and recognition of military activities. Providing the public the occasion for interaction with their natural, historical and cultural environment can increase their appreciation of their environment (Hough, 1996). For example, an obstacle course may reference the activity of the site's previous tenants but can also offer interesting and engaging ways for the new communities to become active in their surroundings. Providing additional descriptive reference to the training activity of the military units once stationed at the site can humanize and contextualize the everyday experiences of soldiers by providing new communities a physical connection to their activity.

Increasing the capacity for new communities to appreciate their surroundings at multiple levels can help to instill a sense of value and stewardship. The recognition of a place as having value can help with the long-term maintenance of the public realm. One of the main reasons for preserving cultural heritage is the recognition that past places and experiences are of value to past, present and future communities but there is no value to that which is preserved if it does not resonate with the viewer. The inclusion of diverse and engaging elements will provide a greater occasion for appreciation. ❹



Customize

Enhance neighbourhood design by reflecting local and regional character in the design.

The customization of neighbourhood design by building on local attributes has enabled the CLC to create neighbourhoods with a strong sense of place and character. The neighbourhood design at Kapyong Barracks should be customized to reflect its local and regional character. Recognition of local and regional character, such as the cultural history of the site, the long winter climate of Manitoba, the existing trees and indigenous plants, the Assiniboine Park and other such distinguishing features, examples of which are shown in figure 02, can enable the most appropriate neighbourhood environment to emerge.

The customization of legacy features at the former Kapyong Barracks is important. Working with military representatives will help to identify the relevant artifacts and anecdotes that can be incorporated to tell the story of the Manitoba Military. The provision of unique and compelling artifacts will help to engage new communities in their surroundings and inspire their participation in the neighbourhood as a learning environment. Customization also avoids the proliferation of a generic or cliché neighbourhood environment. The provision artifacts and elements that articulate that which is unique about a site are more powerful if the artifacts and features are themselves unique. Just as “generic” neighbourhood design has been condemned for its lack of humanity (Hough, 1996, Kunstler, 1996), so can the provision of generic solutions to representation of history be condemned as a lack luster approach to design. 🌳

ABOVE A
customized
manhole in
Calgary.
© Stephanie
Whitehouse
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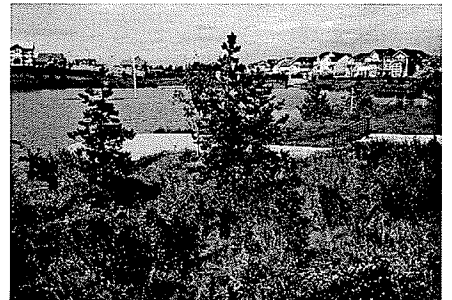
note: There are many ways to tell stories. Writers employ rhetorical devices, such as metaphor and hyperbole, to convey highly emotive or expressive sentiments and to make stories more interesting for their readers. Rhetorical devices can similarly be used in visual representation to compel and engage audiences. The Buffalo 9 propeller used at the Buffalo Park at Garrison Green is an example of a non-literal method of representation to commemorate nine fallen peacekeepers who perished in a plane crash. A statue of a peacekeeper would be a literal approach to commemoration. The use of propeller is a rhetorical device called synecdoche. It is a thought-provoking way to make reference to the peacekeepers by substituting part of an airplane to represent the peacekeeper's fatal expedition.

Include natural & regional perspectives

Provide the occasion to build an appreciation for natural, regional and environmental perspectives as well as historical.

The natural and regional attributes of the site are important considerations in its redesign. Consideration of these attributes will influence how the site is utilized. As observed during interviews, the military communities who lived and trained on the site utilized the outdoor areas all year round. Including legacy features, pathways and activities in the public realm should consider usage in all seasons, including the harsh winter climates, which are a reality of northern climates such as Winnipeg. Acclimatizing place features to be usable or adaptable to the winter season should be a consideration in the design of public spaces as it will help to support a community-oriented environment.

As identified in figure 02 there are mature trees on the site aging from 40–80 years. If preserved, these trees will help to establish a sense of place. Utilizing existing natural features and extending natural habitat can enhance the sense of place and provide the opportunity to educate the public about natural history as well as cultural history. Providing natural prairie habitation in a water retention area, such as at Village at Griesbach in Edmonton, can educate the public about indigenous prairie habitat while also benefiting the environment. Making connections to natural history and cultural history through the naming of a forest of old growth trees, or alternatively through the planting of new legacy-related trees, such as at Village at Griesbach as well as in Garrison Square Park, is a powerful way to connect military history to the living landscape of the new neighbourhood. 🌳

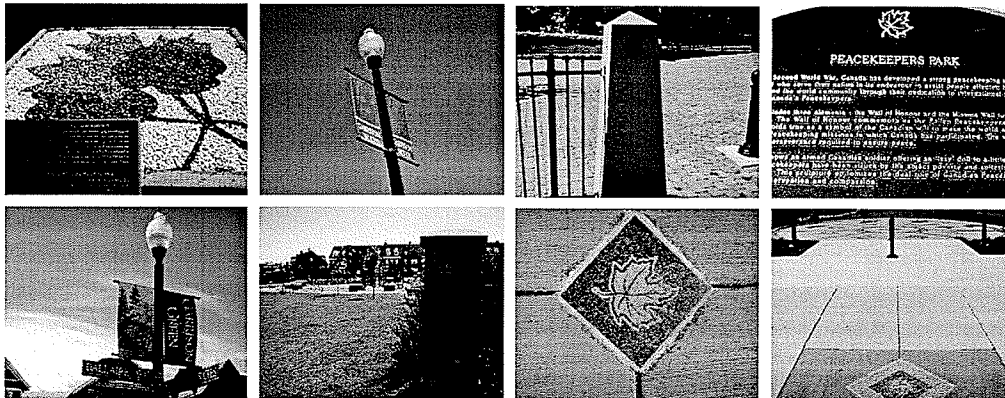


ABOVE Natural features incorporated into the design of the public realm at Village at Griesbach in Edmonton. TOP The small forest of preserved old growth trees now called Sanctuary Woods at; MIDDLE Trees originally planted to commemorate recent fallen soldier; BOTTOM Vegetation buffer next to one of several retention ponds.
© Stephanie Whitehouse (2009)

4.8

Use CLC leaf strategically

Be judicious with the use of the CLC leaf brand. Employ it as a device to help the public to make meaningful connections within the neighbourhood.



The CLC has incorporated a stylized maple leaf as a decorative element to brand the neighbourhood as a CLC development. As a brand image the maple leaf is an ideal representation for the CLC. It simultaneously suggests nature and the environmentally sensitive practices of the CLC while also referencing the “Canada” of CLC by using a maple leaf, the icon of Canada’s National flag. As a patriotic reference, the maple leaf often appears on military accoutrement, medals and artifacts as well and therefore compliments the legacy features incorporated in the CFB redevelopment projects.

The use of repetitious visual elements may be selective and used as a strategic means of making specific connections for viewers. People perceive similar visual elements as connected or relating to one another. In the detail of the public realm, there is an opportunity to use the maple leaf not merely for decorative purposes but as a recognizable element that can communicate where key or significant features are located. These features may relate specifically to military legacy, or they can highlight other significant elements of place such as nature, communal spaces, or pathway routes. The employment of the CLC leaf to convey an experience beyond the realm of a marketing brand is a more meaningful usage. 🍁

RIGHT Examples of CLC maple leaf usage at the CFB redevelopment sites in Alberta.
© Stephanie Whitehouse (2009)

Include the military community in the design process

Create an ad-hoc committee to help determine appropriate legacy features. Include representation from the tri-service of the military community, as well as multiple perspectives within the tri-service to assure that the “whole story” is appropriately and inclusively represented.

The facilitation of an ad hoc committee similar to those implemented for the creation of legacy features at Village at Griesbach and Currie Barracks would serve the objective of telling the whole story. No one knows the military history better than the military community. Military community participation in discussions about the history of the Kapyong Barracks has revealed the extent to which historical knowledge is preserved by the military, through stories as well as objects. Figure 02 begins to show the culturally and historically significant locations identified through preliminary community consultation and explores concepts for the provision of legacy features in site redesign. These findings can prompt further exploration and discussion with the military community about what cultural history should be represented on the site.

The City of Winnipeg Planning Department has already identified the inclusion of a military ad hoc committee in the site development timeline (Marsh, 2006). With delays in development and the potential tightening of the development schedule, the importance of the military ad hoc committee should not be overlooked. The creation of meaningful, appropriate and distinct legacy features cannot be generated successfully without community input.

In order to assure that legacy is inclusive, representatives should be included from all three units of the military: air force, army and navy. Committee meetings can be facilitated by a CLC representative in order to capture stories, perspectives and ideas.

The committee can aid in the identification of who and what should be represented and may also provide concepts and suggest artifacts that may be appropriate to convey local history. In the creative process of generating themes and concepts, including multiple and diverse cultural perspectives will benefit the process and outcome. Allowing the military community to participate in identifying potential artifacts will facilitate in the creation of interesting and relevant features.

Once themes have been identified and ideas have been generated, acquiring input from military members who are the recognized experts on military history will help to verify accurate and appropriate content. The DND's Department of History and Heritage, Military Museum directors, Regimental Officers and Veteran Associations are also important resources in the process of developing military legacy features at the former barracks. 學

Plan for long-term preservation

Develop a long-term vision and strategy for the ongoing maintenance of legacy features.

In order to sustain the integrity of the legacy features, a long-term strategy will be required. Working with the ad hoc committee to create a vision of military legacy may include a discussion about the maintenance of legacy features in the public realm. As identified in *Plan Winnipeg*, consultation and partnership with other levels of government and private sector organizations may help to garner support for the preservation of the site's heritage features (2000). Seeking partnerships with public and private sector organizations to develop programming around the site heritage may also increase the recognized value of the legacy features for the City.

The CLC has facilitated in the establishment of neighbourhood associations to oversee the maintenance of the public realm at other CFB redevelopments. This helps to instill a sense of stewardship in new communities. A similar approach would benefit the long-term preservation of the historical features developed on the site. The establishment of an endowment fund by the CLC is also a useful means to support the financial costs of maintaining the heritage locations and features that may require unique upkeep. A similar consideration to long term maintenance and sustainability of the historical features would benefit the long-term quality of the neighbourhood. ✿

FOLLOWING
PAGE LtCol S
B Steele and
the Strathcona
Horse leaving
the Fort Osborne
Barracks,
1910. Foote
2155. N2884.
*Figure used
with permission
from Archives of
Manitoba (2009)*



Figures & Images

| PAGE | DESCRIPTION | SOURCE |
|-------|--|---|
| cover | Military parade on Main Street near McDermot Avenue, circa 1915 | Archives of Manitoba. Military 10. N25539 |
| iv | Construction at Fort Osborne Barracks (Tuxedo Site). January 18, 1919. | Archives of Manitoba. Foote 2348. N2992 |
| 1 | Detail from Land Survey map, circa 1874. | Archives of Manitoba |
| 2 | Abandoned 2 PPCLI Sergeants Mess building at former Kapyong Barracks, June 2008. | photograph Stephanie Whitehouse, June 2008 |
| 12 | Figure 01—Vaues Centered Perservation Framework | from Mason, R (2006). "Theoretical and practical arguments for values-centered preservation. <i>CRM: The Journal of Heritage Stewardship</i> . (see 'Resources' additional information) |
| 15 | Soldier in the Fort Osborne Barracks reading Star Weekly, circa 1940s. | Archives of Manitoba. Canadian Army Photo Coll. 7. |
| 16 | Public pathway, downtown Winnipeg | photograph Stephanie Whitehouse |
| 20-21 | Illustrated literary quotes cast in bronze and copper, embedded in New York sidewalks along 42nd street east of Grand Central Station. | photograph Stephanie Whitehouse, October 2007 |
| 22 | Pedestrian and cyclist path at the Forks. | photograph Stephanie Whitehouse October 2007 |
| 26-27 | Zucotti park in lower Manhattan utilizing lights embedded in pavement to activate park space at night; Café adjacent to market and pedestrian-only pathway in Amsterdam; a pedestrian & cyclist oriented commercial street in Amsterdam; Public park one block north of Queen Street in downtown Toronto, providing a retreat from highly active commercial area.; Details in the public realm at Oliver Village in Edmonton, CLC redevelopment of an abandoned rail site. | photograph Stephanie Whitehouse September 2007 |
| 37 | Decoration Day Parade on Main Street. May 24, 1925. | Archives of Manitoba. Foote 2353. N2995 |
| 40 | The abandoned Officers Mess at the former Kapyong Barracks. | photograph Stephanie Whitehouse, June 2008 |
| 42 | Figure 02—location map with surrounding neighbourhood and amenities. | Atlis Geomatics Inc. 2007, modified by S Whitehouse |
| 50 | PMQ houses; the old athletic field at Kapyong Barracks (parcel A); Storage equipment building (parcel C); Transport building (parcel D). | photograph Stephanie Whitehouse, February 2007 & June 2008 |
| 45-46 | Many of the abandoned buildings located on parcel B of Kapyong Barracks site. | photograph Stephanie Whitehouse, June 2008 |
| 53 | A Tuxedo neighbourhood café on Corydon Avenue; Rows of trees on either side of land between parcel A and Tuxedo neighbourhood, used as pathway in winter; Heavily trafficked intersection at Kenastorn Boulevard and Grant Avenue looking south west towards Kapyong Barracks. | photograph Stephanie Whitehouse, June 2008 |
| 60 | The 27th Battalion's last parade before leaving for France to fight in the First World War, 1915. | Archives of Manitoba. Military—27 Battalion 1. Winnipeg Art Studio Photo |
| 63 | Changing the Guards at the Victory Loan Drive at the intersection of Portage Avenue and Main Street, May 12, 1945; V.E. Day at the corner of Portage Avenue and Main Street, May 7, 1945. | Archives or Manitoba. Foote 2362. N3003 Archives of Manitoba. Foote 2358. N2999 |

| PAGE | DESCRIPTION | SOURCE |
|-------|---|--|
| 64 | PPCLI commemorative cairn in front of the former Agricultural College and Fort Osborne Barracks (Tuxedo), now the the Asper Jewish Community Centre. | photograph Stephanie Whitehouse, June 2008 |
| 65 | Construction of Fort Osborne Barracks (Tuxedo Site), February 3, 1919. | Archives of Manitoba. Foote 2349. N15911 |
| 72 | Winnipeg Field Battery 1, 1885. Military Parade with units from the 90th Winnipeg Rifles, Queen's Own Cameron Highlanders and Lord Strathcona Horse, circa 1910. | Archives of Manitoba. Military. N13063 Archives of Manitoba. Foote 2157. N288 |
| 73 | Lord Byng reviewing troops at Fort Osborne, October 4, 1922. Camp kitchen and buggy of Lord Strathcona Horse, at the original Fort Osborne Barracks, circa 1913. | Archives of Manitoba. Foote 162. N1762 Archives of Manitoba. Foote 2162. N2891 |
| 74 | Trenches dug at Main Street and Water Avenue as part of a recruiting drive, 1916 Patient's Ward at the Fort Osborne Military Hospital, circa 1944 | Archives of Manitoba. Foote 2310. N2972 Archives of Manitoba. Canadian Army Photo Coll. 120 |
| 75 | Soldiers meeting on the street, Winnipeg, circa 1945 Canadian Woman's Army Corp on parade, Main Street, 1944 | Archives of Manitoba. Canadian Army Photo Coll. 31 N1268 Archives of Manitoba. Canadian Army Photo Coll. 143 N17257 |
| 76 | Statue depicting a soldier in Korea, located in front of the Military Museums in Calgary. | photograph Stephanie Whitehouse, July 2008 |
| 80 | Winnipeg Grenadiers 13 Parade, Fort Osborne Barracks, c. 1912. | Archives of Manitoba. N1922 |
| 84 | The Korea Hall aka: "the Drill Hall," June 2008. | photograph Stephanie Whitehouse, June 2008 |
| 85 | The two evergreen trees that once framed the commemorative cairn for the Battle of Kapyong in front of the former Officers Mess in Winnipeg; The new 2 PPCLI Officers Mess, Shilo. | photograph Stephanie Whitehouse, June 2008 photograph Stephanie Whitehouse, May 2008 |
| 87 | Abandoned training apparatus at former Kapyong Barracks site. | photograph Stephanie Whitehouse, June 2008 |
| 88 | Exhibition detail from the Royal Winnipeg Rifles Museum in Winnipeg. Display of everyday military artifacts at the Military Museums in Calgary. | photograph Stephanie Whitehouse, August 2008 photograph Stephanie Whitehouse, June 2008 |
| 89-90 | Many buildings at the former Kapyong Barracks in Winnipeg still feature hand carved name plaques. | photograph Stephanie Whitehouse, June 2008 |
| 102 | The General Griesbach roundabout at Village at Griesbach, Edmonton. | photograph Stephanie Whitehouse, July 2008 |
| 105 | CFB redevelopment sites in Alberta by the CLC. | photograph Stephanie Whitehouse, July 2008 |
| 109 | Historical street signs and a cairn featuring "Units, Headquarters and Training Establishments" at Currie Barracks between 1936 and 1997; A commemorative plaque along legacy walk; An entrance to Garrison Square Park; Menin Gate entranceway to residential dwelling units. | photograph Stephanie Whitehouse, July 2008 |
| 110 | Central structure at Garrison Square Park; Battle Blocks commemorating Calgary-based Units and their battle honours. | photograph Stephanie Whitehouse, July 2008 |
| 111 | An actual Buffalo propeller featured at Buffalo Park where soldiers who were killed in an airplane over Syria are commemorated; Bronze statue of a Peacekeeper giving a gift to a child, located in Peacekeepers' Park. | photograph Stephanie Whitehouse, July 2008 |

| PAGE | DESCRIPTION | SOURCE |
|------------|--|--|
| 115 | Refurbished PMQ dwelling; One of many plaques located on sidewalks throughout the neighbourhood providing historical background about street namesakes; Replica Bailey Bridge; Statue of Mrs. Griesbach; Commemorative street signs. | photograph Stephanie Whitehouse, July 2008 |
| 123 | A date embossed into a walkway in New York with no immediate reference to significance. | photograph Stephanie Whitehouse, October 2007 |
| 129 | Mosaic text describing a time capsule buried in 1938 on the grounds of the World's Fare in Flushing, New York. | photograph Stephanie Whitehouse, October 2007 |
| 131 | Figure 03—location map highlighting significant locations and potential points of connection. | Atlis Geomatics Inc. 2007, modified by S Whitehouse. Mature growth trees identified by Cynthia Cohlmeier Landcape Architect, 1995. |
| 133 | Wayfinding signage adjacent a pathway directing the public to park features. | photograph Stephanie Whitehouse, October 2007 |
| 138 | A customized manhole in Calgary. | photograph Stephanie Whitehouse, July 2008 |
| 139 | Natural features incorporated into the design of the public realm at Village at Griesbach in Edmonton. TOP The small forest of preserved old growth trees now called Sanctuary Woods at; MIDDLE Trees originally planted to commemorate recent fallen soldier; BOTTOM Vegetation buffer next to one of several retention ponds. | photograph Stephanie Whitehouse, July 2008 |
| 140 | Examples of CLC maple leaf usage at the CFB redevelopment sites in Alberta. | photograph Stephanie Whitehouse, July 2008 |
| 144 | LtCol S B Steele and the Strathcona Horse leaving the Fort Osborne Barracks, 1910. | Archives of Manitoba. Foote 2155. N2884 |
| back cover | Ortho map of Kapyong Barracks and surrounding neighbourhoods; 76th Battery, Canadian Field Artillery, 1916. | Atlis Geomatics Inc. 2007 Archives of Manitoba. Military—Canadian Field Artillery 2. N714 |

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Appendices

Introduction

I am conducting a study for my masters in city planning degree. I am researching the Kapyong site and gathering stories and memories of place. I would like to ask you a series of questions that should take approximately 45 minutes. The information you provide will be used for a report. You will remain anonymous in this report unless you indicate that your name can be use. I will require your permission to use the information you provide. If there are any questions you do not wish to answer feel free to pass on them. And if at any point you wish to stop the interview please feel welcome to do so.

If you are ready to proceed I will switch on the recording device.

Questions

1. Can you tell me about your relationship to the site? (How long did you live on the site? When did you actively use the site? How old were you when you lived there?).
2. How would you describe what it was like to be on the site? What was daily life like? Are there any specific buildings that are significant to you?
3. Is there a story or memory that comes to mind for you when you think about the Kapyong site? Is there something particular that captures the spirit of the place?
4. How important are the Kapyong war and war heroes to the memories of the site? Can you describe how this memory and other historical events and people were recognized on the site?
5. In the cusp of its transformation, are there memories that you think are important to recognize on the site? Can you describe any one or event in particular that you think must be acknowledged on the site?
6. What are some of the amenities and activities you enjoyed while living on (using) the site? What kind of connections did you have with the surrounding communities?
7. What do you think can make this site great for its future residents and visitors?
8. If you can leave only one story, memory, image, monument or piece of wisdom for future residents what would that be?
9. Have you visited any CFB redevelopment sites? Can you tell me your impression of the site and how military legacy featured?
10. Is there anything else you'd like to add?

Thank you for your time.



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**Interview Consent Form
City Planning Practicum**

Title of Project:

Neighbourhood Through Design: Enhancing Elements of Place at Kapyong

Researcher: Stephanie Whitehouse

Course Advisor: Dr. David Witty

This consent form, a copy of which will be left with you for your records and reference, is part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, you should feel free to ask. Please take the time to read this carefully and to understand any accompanying information.

Interviews are being conducted on the subject of the Kapyong Barracks site. The objective of this research is to acquire stories of place and capture the cultural history of the site. The information acquired from interviews is for use in a written report. As well, stories will be interpreted for incorporation in a design proposal on the cultural history of the Kapyong site.

This research is part of a practicum for the University of Manitoba graduate studies in City Planning. Findings will be accessible to the public in print form. A copy of the research report will also be given to the Canada Lands Company, who has provided support for this practicum through a grant-in-aid.

Participants will be asked a series of open-ended questions about their experience with the Kapyong site. Participants are not required to answer any questions they feel uncomfortable with and can terminate the interview at any time.

An audio-recording device will be used to gather information from the interview. The information will be reviewed and transcribed for the purpose of the report. Information participants provide may be used in the report, however, all participants will remain anonymous unless participants consent to have their name used. If participants names are used in the final report, they will be sent the quote being used in context to verify its proper and appropriate use.

The researcher will be the only person with access to the recorded data. A copy of the transcription will be included in the report appendices only if the participant consents to the inclusion as indicated the consent form below.

Contact Information:

Stephanie Whitehouse, Graduate Student, Department of City Planning, Faculty of Architecture, University of Manitoba; Email:

Dr. David Witty, Dean, City Planning, Faculty of Architecture, University of Manitoba, 201 Russel Bldg. Winnipeg, Manitoba, R3T 2N2

Telephone: ; Fax: ; Email:

This research has been approved within the review processes established at the University of Manitoba. If you have any concerns or complaints about this project you may contact any of the above-named persons. A copy of this consent form has been given to you to keep for your records and reference.

Consent 1: to be a participant in the research project

Your signature following *Consent 1* indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to participate as a subject. The information you provide may be used for purposes of the research project, but you will remain anonymous unless you indicate otherwise through consent.

In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and/or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as you initial consent, so you should feel free to ask for clarification or new information throughout your participation.

Participant's Signature

date

Researcher and/or Delegate's Signature

date

Consent 2: to authorize the inclusion of interview transcripts in the Appendices of the final report

Your signature following *Consent 2* indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to have a copy of your transcribed interview included in the final report. You will remain anonymous in the report unless otherwise indicated through your consent.

In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and/or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as you initial consent, so you should feel free to ask for clarification or new information throughout your participation.

Participant's Signature date

Researcher and/or Delegate's Signature date

Consent 3: to authorize the inclusion of your name for purposes of the final report

Your signature following *Consent 3* indicates that you agree to have your name included in the final report. If you consent to have your name included and you are directly quoted in the report, you will be provided with the quote being used in its context to verify its validity and accuracy. In this instance, additional consent will be required and you may still choose to have your name withdrawn from use and to remain anonymous.

In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and/or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as you initial consent, so you should feel free to ask for clarification or new information throughout your participation.

Participant's Signature date

Researcher and/or Delegate's Signature date

Consent 4: to authorize your name and contact information be passed on to the Canada Lands Company should they be interested in further pursuing this research

Your signature following *Consent 4* indicates that you agree to have your name and contact information be given to the Canada Lands Company should they be interested in further pursuing information on the site history. You will otherwise remain anonymous and your contact information will be confidential.

In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and/or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as you initial consent, so you should feel free to ask for clarification or new information throughout your participation.

Participant's Signature date

Researcher and/or Delegate's Signature date

Ethical Protocol Submission Form

Principal Researcher: Stephanie Elaine Whitehouse

Related to: Graduate Practicum in City Planning

Project Title: Neighbourhood through design: Enhancing elements of place at Kapyong

Date: February 22, 2008

1. Summary of Project

Focus interviews and a design charette will be conducted for use in a practicum towards the completion of a City Planning graduate degree. The practicum is a research project and design proposal on the subject of neighbourhood design. The specific site of study is the former Kapyong Barracks in Winnipeg, which is now on the cusp of redevelopment. Several methods will inform this research and design project including a study of precedents, case studies, site analysis, archival research, interviews and a design workshop. The objectives of the research for this project are; to examine what makes a neighbourhood great, to identify what features and elements exist on the Kapyong site that can be incorporated in its redevelopment, to acquire stories and memories of the site history and to incorporate the history of the site into design elements for proposed inclusion in the site redevelopment.

This research project focuses in particular on the cultural history of the site. It argues that both culture and history are important elements of place that should be incorporated in redevelopment projects. The culmination of this research will be a report and design project for proposed use in the redevelopment of the Kapyong site.

Focus Interviews

Conducting focus interviews is one of the methods being used to acquire information, stories and memories from people for whom the site carries significance. Participants will primarily be former residents of the barracks, and people for whom the site has significance, as well as other experts on the site history who may be consulted.

Archival research is one of the methods conducted to learn about the history of the site and to inform the researcher of the names of potential interview participants. To acquire archival data, the researcher will pay visits to a variety of relevant institutions. These institutions include: the Military Museum in Shilo, 17 Wing, the Minto Armoury, Heritage Manitoba, Manitoba Archives, and Legion Halls. It is hopeful that the archival research will reveal the names of people for whom the site has particular historical significance. These people will be asked to participate in an interview.

Interview participants will be provided with a clear description of the project purpose and objectives and will be provided with a consent form, a copy of which will be left with them. Participants will remain anonymous unless additional consent is acquired. If they agree to have their names included in the report and are quoted directly, they will be provided with

the quote being sited in its written context to confirm its accuracy prior to its use. Additional consent via email or fax, will be required to affirm to use. If consent is acquired, participant will be asked for verbal consent to use a recording device. If they do not consent, notes will be taken to record feedback. Interviews will be transcribed and included in the final report only if participants consent to its inclusion.

It is anticipated that most interviews will be conducted in the participants office, home, or at a convenient location. It is important to the process of story gathering that the interview participants are as comfortable and at ease as possible. The interviews will follow a scripted set of questions but questions will remain open-ended and probing questions are anticipated to facilitate with the telling of stories.

Note:

It is important to note that the researcher has been awarded a “grant-in-aid” in support of this practicum from the Canada Lands Company (CLC). The CLC is the development company responsible for the redevelopment of the Kapyong site. While the grant they have provided is arms-length support and does not dictate the research process, it is important to the researcher that the process of investigation for this research meet with their approval. There are currently some political issues concerning the land redevelopment of which the researcher is cognizant. For this reason it is important to the researcher that the CLC also review the interview method and design charette being conducted. No official ethics protocol has been indicated by the CLC. They will be provided with a copy of this Ethics Protocol Submission Form for review. It is anticipated that both interview process and design charette will avoid sensitive political issues to do with the site.

2. Research Instruments

A copy of the questionnaire is attached.

3. Study Subjects

This research is, in part, an investigative process with the interest of learning the history of place. While several of the potential interview participants (military & former residents of the barracks) have been identified, not all potential participants have been identified. Archival data is anticipated to be ongoing and will direct the researcher to potential participants. As a researcher I am sensitive to the political issues and will not participate in any interviews in which a position of power is not shared and equal. The subjects are not anticipated to be especially vulnerable.

Interview participants will be asked to participate through referral or through direct contact in the process of archival research. Part of the process of research involves discussions with the military public affairs office, archival researchers, historians and other site experts. These people will be asked to refer the researcher to relevant parties who may be interested in participating. Initial contact with potential interview participants will be made through email or telephone, if not through introduction. The potential participants will be explained the purpose and objectives of the project and will be asked if they are interested in participating.

The design workshop will involve a cross-section of people considered to be potential future residents of the site. Convenience sampling will be used to gather participants for this method. Participants will be largely acquaintances of the researcher as this method is for exploration purposes only. It is a process that will be recommended in discussion of the report. This method is used to explore whether or not a design workshop is a valid means of identifying important components for site design consideration. As well, it is used to generate a creative discussion about what a cultural centre in the year 2008 should include.

4. Informed Consent

A copy of the consent form is attached.

5. Deception

No information will be withheld from the participants in the interview or the design workshop processes.

6. Feedback/Debriefing

A copy of the final report will be sent to the interview and charette participants if requested.

7. Risks and Benefits

There are no anticipated risks to the potential subjects of either the interviews or design charette.

There are no anticipated benefits in conducting the design workshop.

This interview method may benefit the Canada Lands Company who will be provided with a copy of the final report and design proposal. Archival data and information acquired during the interview process may be of use should the CLC decide to include identified historical elements. As stated, they are supporting this research by way of grant-in-aid. Information provided in the report may be of use for the future redevelopment of the site. The participants of the research will be informed of the researchers connection to the CLC. They will be asked if they are interested in having their names forwarded to the CLC for potential inclusion in the redevelopment project. Consent will be required if names are to be shared with the CLC, otherwise participants will remain anonymous and all contact information will remain confidential.

8. Anonymity and Confidentiality

All participants will remain anonymous and confidential unless consent has been obtained. All recorded data will be erased once the research is complete. A copy of the transcript will be included in the final report only if consent has been obtained, otherwise all transcripts will be shredded and discarded upon completion of the research project. Data will be stored at the home of the researcher. No one will have access to the data other than the researcher. Data stored on the computer is password protected. The researcher's advisor may be consulted about information acquired during the research, but all subjects will remain anonymous.

9. Compensation

Interview participants will not be compensated for their participation but they may be offered lunch or coffee should they choose to conduct the interview in a public setting.

Participants in the design workshop will be provided with lunch, coffee and snacks. They will otherwise not be compensated for their participation.

WANTED

Stories of Kapyong

The former Kapyong Barracks site is on the cusp of redevelopment. It is important that the history of the site does not get lost in transformation. It has significance to the city of Winnipeg and to its citizens.

Do you have great stories about living at or visiting the Kapyong Barracks, stories about the site's history, stories about the Battle at Kap'yong, images or mementos that relate to the site history?

If so, please contact me:

email:

• tel:

This research is being conducted as part of a graduate studies practicum and is for proposed inclusion in the site redevelopment.

Wanted: Stories of Kapyong
stephanewhitehouse@mns.net

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