

# KAPYONG BARRACKS: BACKGROUND TO RIGHT TO HOUSING'S VISION FOR THE SITE

Compiled by Sarah Cooper  
Canadian Centre for Policy Alternatives, MB  
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<b>Right to Housing .....</b>	<b>2</b>
<b>The neighbourhood context .....</b>	<b>2</b>
History and geography.....	2
Demographics .....	3
Housing .....	4
Amenities .....	4
Site infrastructure .....	5
Analysis .....	6
<b>The planning context .....</b>	<b>6</b>
Zoning .....	6
OurWinnipeg.....	6
Complete Communities .....	7
Analysis .....	8
<b>The Winnipeg housing context .....</b>	<b>8</b>
<b>Next Steps .....</b>	<b>9</b>
<b>References .....</b>	<b>11</b>

## RIGHT TO HOUSING

Right to Housing is a Winnipeg-based coalition of 150 individuals and 50 organizations working together to address the current housing crisis and the chronic need for social housing. We promote and lobby for safe, quality social housing (where rent is geared to income) and housing policy solutions on a local, provincial and national level as part of a comprehensive strategy to eliminate poverty.

Our intent is to promote a vision for the Kapyong Barracks site that includes affordable and social housing. This report outlines a number of factors for Right to Housing to consider, including:

- the neighbourhood context
- the City of Winnipeg's planning context
- the Winnipeg housing context.

Although the neighbourhood context included here is specific to the Kapyong Barracks, the City of Winnipeg planning and housing contexts are more general, and can be applied to other parts of Winnipeg as well.

## THE NEIGHBOURHOOD CONTEXT

### *HISTORY AND GEOGRAPHY*

The Kapyong Barracks is located in Winnipeg's south-west quadrant (see Fig. 1). It is bounded by Grenadier Avenue to the north, Kenaston Boulevard to the east, Taylor Avenue to the south, and along a line extending along and beyond Morpeth Avenue to the west (see Fig. 2). The property is about 65 hectares (160 acres) and is part of the larger 90 hectare (222 acre) CFB Winnipeg (South) site (Whitehouse 2009, 41). The larger site includes the South Side Housing Lands, where the Permanent Married Quarters (PMQ) are located, but these are not included in this proposal (see Fig. 2).

The Kapyong Barracks is primarily located in the City of Winnipeg's Charleswood-Tuxedo council ward, though Parcels D and E are located in the River Heights-Fort Garry ward. Provincially it is located in the Tuxedo riding, and federally in the Winnipeg South Centre riding.

The federal government has owned the Kapyong lands since the early 1900s. Since the 1920s, the Department of National Defence has been the manager for the lands. Construction on the site began in the 1940s, and most of the development of the site took place in 1956-57, when Fort Osborne South was built (Brown et al. 2001). The site was renamed the Kapyong Barracks in 1973 (Brown et al. 2001).

In 2001, the Kapyong Barracks and South Site Housing Lands were decommissioned and in 2002 they were declared surplus. The Kapyong Barracks (not including the residences) was to be sold by the federal government to the Canada Lands Company (CLC) in 2007. The intent was for the CLC to "develop the former base into a mixed-use neighbourhood with homes, parks, apartment blocks and businesses" (O'Brien 2004). The residential section were not transferred. The sale to CLC was delayed, however, for

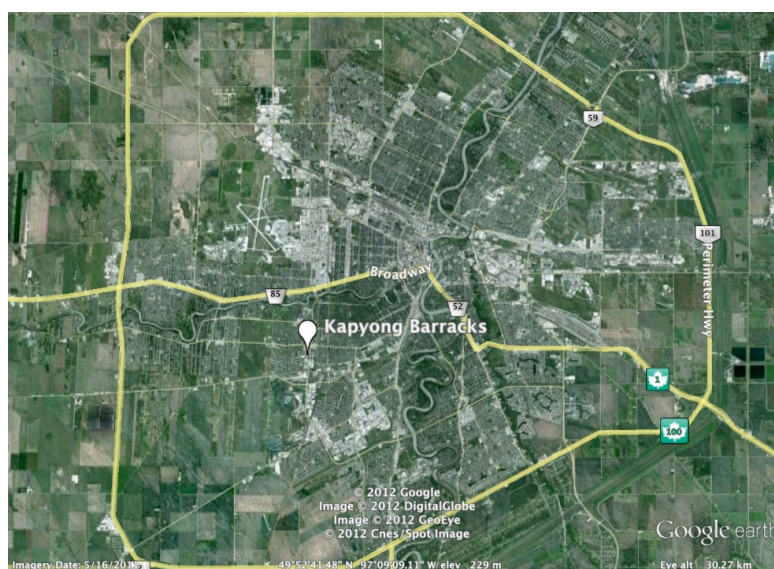
a few years by complications and on-going negotiations between the Department of National Defence and CLC in order to come to agreement on the sale (Welch, 2006).

In 2008, Treaty One First Nations filed a court case to stop the sale, saying that they had not been properly consulted about the land (Owen 2011). Peguis First Nation and Brokenhead Ojibway Nation are still owed land as part of their treaty entitlements, and in September 2009, a federal court ruled in their favour, saying that they had not been appropriately consulted (Owen 2011). This would have meant that the government would have to begin the process again by consulting with the affected First Nations (Rabson 2009). However, the federal government then appealed this decision, and the appeal court sent the case back to the lower court in 2011 (Turenne 2011). Brokenhead Ojibway Nation decided that rather than continue with the case, it would use a dispute resolution process under the Treaty Land Entitlement Agreement instead (Turenne 2011). Currently the Kapyong Barracks lands are still awaiting a decision from the courts before anything can be done with them.

### *DEMOGRAPHICS*

The neighbourhoods that border on the Kapyong Barracks include JB Mitchell, Mathers, South Tuxedo, Tuxedo, and Edgeland. Although this area of the city is often thought of as very high-income, these five neighbourhoods encompass a range of demographics, including a variety of incomes, housing types, proportion of renters and owners, and age of dwellings. The median household income ranges from a high of \$123,747 in Tuxedo, to a low of \$34,545 in Edgeland, with Mathers, JB Mitchell, and South Tuxedo's median household incomes at \$40,318, \$43,994, and \$70,333, respectively (City of Winnipeg 2006).

The proportion of renters and owners is the same in Tuxedo and South Tuxedo, at 14 percent renter and 86 percent owner. It is more balanced in the other three neighbourhoods, with 42.6 percent renters and 57.4 percent owners in Mathers, 43.5 renters and 56.5 owners in JB Mitchell, and 53.4 percent renters and 46.6 percent owners in Edgeland (City of Winnipeg 2006).



**Figure 1: Kapyong Barracks' location in Winnipeg (image: GoogleEarth 2012)**

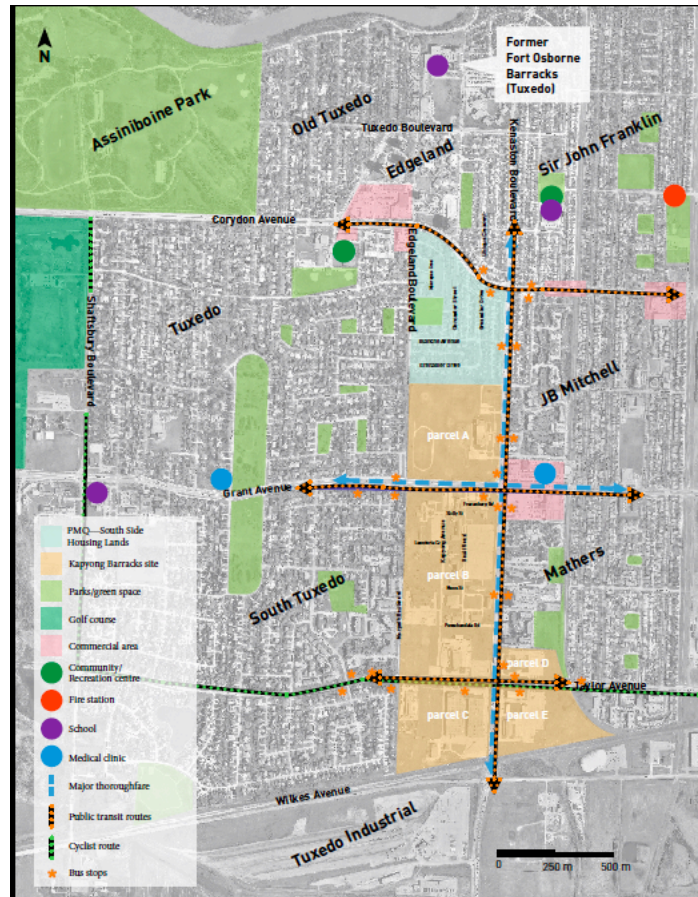


Figure 2: Kapyong Barracks (image: S. Whitehouse 2009)

### HOUSING

There are various housing types in these neighbourhoods, including single-family dwellings, townhouses, and multi-family buildings. In South Tuxedo, Mathers, JB Mitchell and Edgeland, most dwelling units are apartments, with single-detached and row houses also prevalent. In Tuxedo, in contrast, almost all the houses are single-detached. The population density follows these housing types, with Edgeland having the highest density at 5,248 people per km<sup>2</sup>, Mathers and JB Mitchell around 3,500 people per km<sup>2</sup>, South Tuxedo around 1,809 people per km<sup>2</sup>, and Tuxedo around 1,024 people per km<sup>2</sup> (City of Winnipeg 2006).

Most of the housing in Tuxedo, JB Mitchell, Mathers and Edgeland was built between 1946 and 1985. South Tuxedo was developed slightly later, with most of the housing being built between 1971 and 1990 (City of Winnipeg 2006).

### AMENITIES

Stephanie Whitehouse conducted an in-depth review of the Kapyong Barracks neighbourhood in 2009. She found that “with many surrounding residential neighbourhoods, the Kapyong site is well situated for community and recreational services” (Whitehouse 2009, 52). It is near two large urban green spaces, Assiniboine Park and Assiniboine Forest, as well as various smaller parks and green spaces. There are

two community centres (Tuxedo Community Centre and Sir John Franklin Community Centre) located nearby, as well as the Pan Am Pool, and three private facilities offering recreation and fitness options (Whitehouse 2009). Whitehouse (2009) also notes that the area is well-serviced, with fire and ambulance stations, medical clinics, numerous schools (from daycare to high schools), and a public library located nearby.

From a transit perspective, Whitehouse finds that

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. (Whitehouse 2009, 52)

She identifies numerous bus routes through the area, which “make the site highly accessible to the greater city, including the city centre, University of Winnipeg, and University of Manitoba” (Whitehouse 2009, 52), as well as cycling routes through the area. In recent years, Kenaston and Grant have been identified as “Transit Quality Corridors” which include various measures to improve public transit efficiency (City of Winnipeg 2011c).

Whitehouse also notes that “the older neighbourhoods of Tuxedo, River Heights and JB 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”, lacking sidewalks and pedestrian access to amenities (Whitehouse 2009, 54). In the Kapyong Barracks site itself, “there are no public right-of-way roads on any of the sites with the exception of the South Housing Site” though there are roads throughout the whole site (Whitehouse 2009, 54). The site is accessible to major streets, including Kenaston, Corydon, Grant and Portage.

#### *SITE INFRASTRUCTURE*

Whitehouse also examined the physical infrastructure of the site. She found that the site is fully serviced, with water, sewage and electrical infrastructure. Currently the open spaces on the site are predominantly mowed grass, with areas of tall grass, aspen and oak forest (Whitehouse 2009, following Cohlmeier).

She notes that “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” (Whitehouse 2009, 49). She recommends, however, that a survey of the current condition of the buildings be conducted, as a 2001 report found that many of the buildings would require significant repairs (Whitehouse 2009, following Wardrop Engineering Inc.). One of these buildings, the Korea Hall, has been designated as a National Historic Site by the Government of Canada,

though many of the other buildings are also significant from a historical and cultural perspective (Whitehouse 2009).

### *ANALYSIS*

Although the area surrounding the Kapyong Barracks is frequently described as wealthy and primarily comprising low-density single-family housing, it is clear that this is not entirely true. There is a range of incomes and housing densities in the surrounding neighbourhoods, including relatively dense pockets with multi-family complexes. The neighbourhoods around the site are well-established with many amenities. The area is well-connected by public transit. All of these factors indicate that this would be a good site for the development of social and affordable housing.

## THE PLANNING CONTEXT

Any (non-urban reserve) redevelopment on the Kapyong Barracks site must conform with the Winnipeg zoning plan, with *OurWinnipeg*, the city's development plan, and with the *Complete Communities* secondary plan.

### *ZONING*

Currently the site is zoned 'Rural Residential 5', which "is intended to provide areas for large-lot rural residential development, along with limited agricultural uses" (City of Winnipeg, 2011d, p.46). This zoning would have to be changed to allow for higher density residential or commercial development on these lands.

The neighbourhoods surrounding the Kapyong Barracks include a variety of zoning types. To the north, the PMQ are designated 'residential two-family', which allows for "single- and two-family units and where appropriate limited multi-family units in lower density neighbourhoods" (City of Winnipeg 2011d, p.46). To the immediate east, the zoning is predominantly 'residential multi-family', which allows for "the development of multi-family units in neighbourhoods with medium to high residential densities" (City of Winnipeg 2011d, p.46) along with some 'manufacturing – heavy' zones. Further east the zoning becomes 'residential – single-family', which "accommodate[s] primarily single-family residential development in lower-density neighbourhoods" (City of Winnipeg 2011d, p.46). To the west of the Barracks, the zoning is primarily 'residential – single-family', with some 'residential multi-family'. There are some small pockets zoned commercial scattered around the neighbourhoods.

The surrounding neighbourhoods are clearly predominantly residential, but the variety of zoning categories, ranging in density from single-family to multi-family, suggests that there a range of housing types, sizes and tenures could be appropriate for the site.

### *OURWINNIPEG*

*OurWinnipeg* is Winnipeg's development plan, and as such is intended to guide development in the city over the next 20 or so years. It emphasizes the importance of housing for the city, noting that the City of Winnipeg has a role to "help ensure that affordable and accessible housing is part of the essential mix serving a diverse population and creating complete communities" (City of Winnipeg 2011b, p.54).

In the section dealing with housing, *OurWinnipeg* identifies two directions that are particularly relevant for the Right to Housing's interest in social and affordable housing:

- Support diverse housing options in each neighbourhood or neighbourhood cluster throughout the city.
- Establish partnerships with the private, not-for-profit and government sectors to provide affordable housing throughout the city, with a particular focus on locations near a variety of transportation options. (City of Winnipeg 2011b, p.54-56)

These directions suggest, first, a policy of inclusive housing throughout the city and, second, a strategy for how to implement this policy.

The Kapyong Barracks is identified in *OurWinnipeg* as a 'Major Redevelopment Site', part of Winnipeg's Transformative Areas, which are "areas where significant change is anticipated that present the best opportunity for accommodating the most sustainable manner of significant growth and change" (City of Winnipeg 2011b, p.28). These are described in more detail in *Complete Communities*.

### *COMPLETE COMMUNITIES*

The *Complete Communities* secondary plan puts forward a vision for how neighbourhoods in the city of Winnipeg should develop. The City defines complete communities as

places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another... Complete Communities celebrate diversity and provide housing options that accommodate a range of incomes and household types for all stages of life. (City of Winnipeg 2011a, p.04).

The City also notes that different household types, stages of life, and income levels require different housing options. To this end, the *Complete Communities* plan notes that the City will "promote a mix of housing type and tenure, such as duplexes, low rise apartments, secondary suites, semi-detached homes, townhouses" (City of Winnipeg 2011a, p.80).

*Complete Communities* also details the City's plans for Major Redevelopment Sites. These sites will provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric. (City of Winnipeg 2011a, p.64)

Essentially, these are sites – usually larger areas – that are no longer being used for their original purpose, and represent an opportunity for new development within the city's existing neighbourhoods.

To facilitate the redevelopment of these sites, the City has identified a number of directions. The first three directions focus on how the City can promote these areas and capitalize on existing infrastructure. The fourth direction describes how the Complete Communities approach will be applied in the Major Redevelopment Sites:

Major Redevelopment Sites will provide for complete communities with significant levels of mixed use, high density development, with strong urban design and attractive parks, places and open spaces. (City of Winnipeg 2011a, p.69)

In this direction, the City identifies several key actions, including:

- Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that compliments [sic] the needs of adjacent communities.
- Support active uses (such as retail and services) on the ground floor and offices and housing on the upper floors of multi-storey developments.
- Promote the use of minimum density standards for new development.
- Encourage the transition of development towards the outer edges of major redevelopment sites that is sensitive to the scale, massing, height, form and character of the surrounding area.
- Support a range of different types, tenures and unit sizes in housing opportunities. (City of Winnipeg 2011a, p. 69)

This last action and the one promoting minimum density standards emphasize the importance of including social/affordable housing in all Major Redevelopment Sites.

### *ANALYSIS*

The City of Winnipeg's documents clearly identify the importance of creating inclusive communities that provide a variety of types, tenures, and affordability levels of housing. The zoning in the neighbourhoods around the Kapyong Barracks include a variety of densities, which suggests that the Kapyong Barracks could be developed to a higher density standard.

In fact, higher densities and varied types of housing are what the *Complete Communities* secondary plan directs in the development of Major Redevelopment Sites. *OurWinnipeg*, *Complete Communities*, and Winnipeg's Zoning Bylaw combine to create a framework for the inclusion of social and affordable housing in the redevelopment of the Kapyong Barracks.

## THE WINNIPEG HOUSING CONTEXT

Housing is an urgent need for many households in Winnipeg. A declining rental stock, increasing population, and ever-increasing rents and house prices make it difficult for many Winnipeg households to find good quality, affordable housing.

Although this situation is most precarious for those at the lower end of the income spectrum, increasingly those in the middle of the spectrum are also finding it difficult to find and maintain housing. There is a need in Winnipeg for:

- More housing of all types: finding good housing is an issue across the income spectrum. More housing will help to ease the pressure on the housing market and will help to stabilize rents and house prices.
- More social and affordable housing: there are thousands of households in Winnipeg who cannot afford median housing costs; many of these cannot afford any housing in the private market without subsidy.



The Kapyong Barracks offer an opportunity to develop more housing, and in particular, more social and affordable housing. The City has estimated that there could be space for as many as 1600 homes on the site (Welch, 2006).

## NEXT STEPS

There are three main outcomes that may be predicted from the current court process. One is that the lands will be turned over to the Canada Lands Company for development; the second is that the lands will be transferred to First Nations through the Treaty Land Entitlement process as an urban reserve; and the third is some combination of the two, where the land is divided up or shared.

### Canada Lands Company

The Canada Lands Company (CLC) is “arm’s length, self-financing federal Crown corporation” (CLC 2011). It buys surplus lands from the Government of Canada, and either manages or redevelops and sells them. Examples of projects managed by CLC include:

- *Garrison Woods, Calgary*: Garrison Woods was built on a former Canadian Forces base. It was designed to be pedestrian-friendly, and includes 1600 single-family houses, townhouses and apartments condos. There are some rental apartments above shops and secondary suites in back lanes, as well as schools, parks, shops, services and public transit (CLC 2011; CMHC date unknown). The project was completed in 2004.
- *Les Bassins du Havre, Montréal*: Les Bassins du Havre is a new development, still in progress, near downtown Montreal. The final development will include 1400 owned market housing units (¼ of which will be designed for families), 400 non-profit community housing units (½ of which will be designed for families with children), and 200 affordable housing units (½ of which will be designed for families with children). The site will also include parks and green space, shops and “recreo-touristic functions” (CLC date unknown). Construction will proceed in phases, and will be completed in 2021.

CLC usually uses extensive participatory planning processes in developing plans for its lands and projects. Should CLC purchase the Kapyong Barracks, there will be an opportunity for R2H to contribute to these processes to the vision and plans for the site.

If the land is transferred to the CLC (in whole or in part), Right to Housing will advocate for the development of affordable and social housing on the site. Right to Housing should have a discussion to determine exactly what its vision is for the site. Some ideas to consider:

- What mix of housing/commercial/other kinds of development might be appropriate?
- Whether mixed income housing is appropriate, and if so, what kind of mixed income?
- What kind of social/public housing; affordable housing; market housing should be developed?
  - designated populations
  - types of housing (single family, duplex, row houses, multi-family, etc)
  - type of tenure/management model (owner-occupied, rental, co-op)
- How to address the anticipated NIMBY response?

- A commitment to advocating to and working with all four levels of government (and the CLC, if appropriate) to ensure that R2H's vision is included in the plans for the site
- What arguments might be put forward to rationalize this vision.

### **Urban Reserve**

If First Nations establish an urban reserve in (or in part of) the Kapyong Barracks, they would have jurisdiction over any development that is to happen.

Although there may be an opportunity for Right to Housing to meet with the Chief and Council of the First Nations (or their representatives) to advocate for its vision for the site, it should approach this with care. Right to Housing is a Canadian, not First Nation, coalition; while it is entirely appropriate for it to advocate to Canadian governments, the authority with which it would speak to First Nation governments is unclear.

For this reason, it is recommended that if the Kapyong Barracks should become an urban reserve, that Right to Housing focus its attentions on social and affordable housing development on Canadian, rather than First Nation, lands.

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