

PLANNING STUDENT HOUSING:
TOWARDS A COMPREHENSIVE PROGRAM
FOR THE UNIVERSITY OF MANITOBA

A Thesis
Presented to
the Faculty of Graduate Studies and Research
University of Manitoba

In Partial Fulfillment
of the Requirements for the Degree
Master of City Planning

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September 1969

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PREFACE

This study is an investigation of the philosophical bases, the policies, the practices and the pragmatic considerations which have influenced the provision of student housing in Canada, Great Britain and the United States of America, with special reference to the needs for student housing at the University of Manitoba. The above factors have been examined both as expressed in written works on student housing and as expressed in past and current practice in the provision of student housing at those institutions for which information was obtainable.

Difficulties were encountered by the author in attempting to obtain adequate data for this study. In the field of student housing there is a serious need for reliable, validly analysed data which are really comparable. The rapid growth in enrolment has resulted in the spending of millions of dollars not only for academic facilities but for student accommodation as well. Many new approaches have been tried but very little follow-up data are available to determine the successes or failures of the various parts of these projects. This is particularly true in regard to user responses, and sociological and psychological implications. Some information is available on physical design from articles in the various architectural journals but these articles generally stress what has been done not why. Thus much of the available data are of little comparative value and the borrowing of reported ideas, or solutions out of context can prove to be very dangerous.

In view of the shortage of reliable data this study attempts to isolate the factors to be considered and presents a method for producing a comprehensive student housing program. To illustrate the method, the needs for student housing at the University of Manitoba have been examined from the following points of view:

- a) the projected growth in enrolment.
- b) the number of non-resident students seeking accommodation.
- c) the quantity of suitable accommodation available on the private market.
- d) the quantity of accommodation presently provided and proposed for provision by the University.
- e) the quantity of accommodation needed but not met from the

above sources and

f) methods of providing the additional needed accommodation.

In determining the quality of residential accommodation needed, in relation to the quantity, the special requirements of the various groups of students, which make up the total student body, have been taken into consideration. The groups of students which have been considered are:

- a) males and females
- b) young and not-so-young
- c) single and married
- d) full and part-time
- e) well-to-do and not-so-well-to-do
- f) Metro residents and non-Metro residents
- g) on-campus and off-campus residents

The present work is thus only the first phase of a multi-phased study needed to prepare a comprehensive program for the provision of adequate student housing at the University of Manitoba. It is the author's hope that it will serve to indicate both the importance and the complexity of the problem and that it will point the way to a future solution.

The preparation and conduct of this study has involved many people both on and off campus to whom the author is deeply indebted for the data, insights and encouragement which they have provided. Without the assistance, so freely given, of the many persons with whom the author has come in contact during the course of his investigations, this thesis would not have been possible. Therefore the author wishes to express his gratitude to the following organizations and individuals for the assistance which they have provided in the preparation of this thesis.

Firstly, the University of Manitoba and the members of the administration, faculty and staff who have assisted me in various ways with the collection and processing of data and who have given me the benefit of their experience in viewing the local situation.

Secondly, the University of Manitoba Students' Union for the information and assistance which they have provided through the various studies which they have sponsored and participated in concerning student housing.

Thirdly, the various levels and departments of government which have provided additional information both of a general and a local nature. The staffs of the Rural Municipality of Fort Garry, the Metropolitan Corporation of Greater Winnipeg, the Manitoba Housing and Renewal Corporation and the Central Mortgage and Housing Corporation have been most helpful and cooperative.

Fourthly, the Saskatchewan Government for the Planning Fellowship which enabled full time application to this work.

The number of persons involved in the study is too great to mention each by name. However, the author's gratitude is in no way diminished by the impossibility of expressing on an individual basis his indebtedness to those concerned.

A special word of thanks is extended to Dr. J.E. Page, S.J. who has provided guidance throughout the preparation of this thesis and who has born patiently the author's digressions during the various drafts which have culminated in this the final presentation.

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CHAPTER I

INTRODUCTIONStatement of the Problem

The body of human knowledge, most notably scientific knowledge, is multiplying at a dizzying rate. Colleges and Universities are offering courses in subjects that were non-existent ten or twenty years ago.¹ In our highly technological society this rapid accumulation of knowledge means that more people must go to school, for longer periods of time, to obtain the education and training which is necessary to equip them to deal with the demands and pressures of a rapidly changing society. The demand for education is reflected in tremendous increases in enrolments at institutions of higher learning.

Canadian full-time university enrolment rose from a post-World War II low of 63,500 in 1951-52 to 128,900 in 1961-62, and to 205,900 in 1965-66. This sustained increase, which includes a growing proportion of women and graduate students, shows no sign of abating.²

The doubling of university enrolments during the ten year period 1951-52 to 1961-62 and the subsequent increase in excess of sixty percent for the succeeding four year period has placed tremendous demands on the universities to provide the needed academic and research facilities. The increased need for facilities has been in excess of the numerical increase in enrolment due to the greater space needs and research emphasis of the graduate program which has grown at a rate in excess of total enrolments.³

¹James J. Morisseau, "Forward", Bricks and Mortarboards. A Report from Education Facilities Laboratories Inc. on College Planning and Building. (Educational Facilities Laboratories, 477 Madison Avenue, New York 22, N.Y., 1964), p.7.

²See Fig.1-1. There is probably an increase in the proportion of married students as well but no reliable trend data are available concerning the numbers of married students attending university.

³See Fig.1-1.

ENROLMENT AT CANADIAN UNIVERSITIES AND COLLEGES
 (full time regular winter session only)
 (total in thousands and graduate in hundreds)

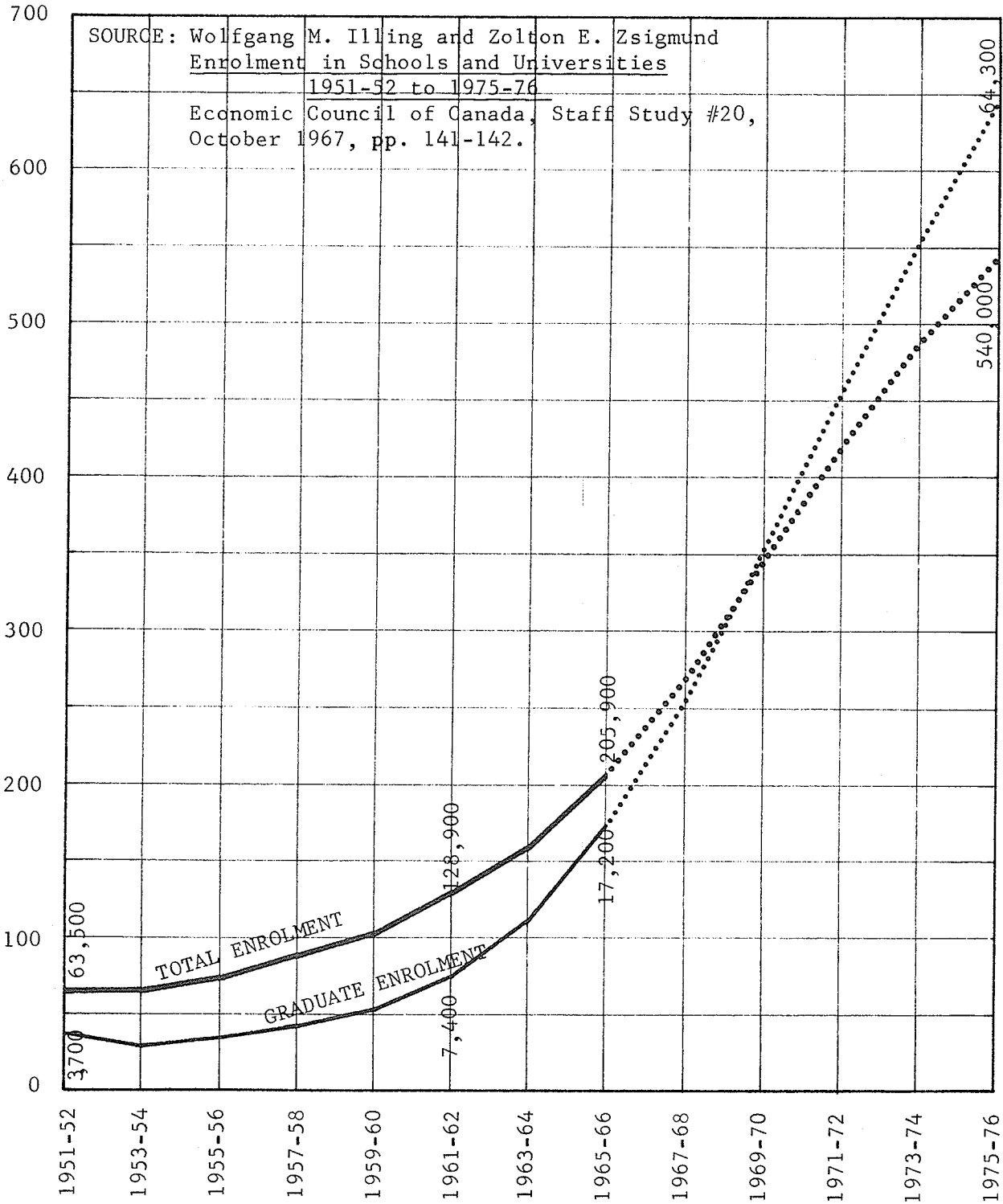


FIG. 1-1

The sequel to the increase in enrolments, and the resulting increase in need for academic and research facilities, is the increased need for student housing.⁴ The need for student housing must be viewed in the light of the corollary need for faculty and staff housing since these two segments of the university grow in direct relation to the increase in student enrolment. A further factor to be considered is that the increased demand for university housing is occurring within the climate of a general increase in population and a trend towards urbanization. That is, not only are urban populations growing at an increased rate due to the general increase in population, but they are growing at a greater rate because of the rural to urban migration which is taking place in Canada, as it is in other nations of the world.⁵

The demand for housing within major Canadian urban areas is very high and the competition for the limited housing stock is keen. The housing needs of university students, faculty and staff are thus intricately bound up with the general housing needs of all Canadians. The state of the student housing problem in Canada can be seen in the following statement:

Housing and urban development in Canada, 1968, were issues of far more than routine significance...In short, if there was not an urban "crisis", there most certainly was a serious urban problem.⁶

The Task Force found rules upon rules to establish the widths of streets yet it uncovered hardly a single community with a long-term plan and design for basic transportation corridors. It found a multiplicity of regulations at all levels to set minimum requirements and hardly anyone to spell out maximum objectives. Some planners and officials had an economic term of reference; hardly any seemed to have given much thought to the broader ecological or sociological issues. The urban scene seemed to abound with bureaucrats -- but to be sadly lacking in dreamers.⁷

⁴The terms student residence, accommodation, housing have been used rather loosely and thus are ambiguous of meaning. In this thesis the term housing will be used to refer in general to any building in which people live. Residence -- university provided housing facility for single people. Accommodation -- specific reference to place of lodging or residence.

⁵Seven out of ten Canadians now live in urban areas. See Report of the Task Force on Housing and Urban Development, January, 1969, (Queen's Printer, Ottawa), p. 1.

⁶ Ibid.

⁷Ibid., p. 13. (Underlining added by the author.)

The situation concerning the state of planning within most Canadian universities is very similar to that which was found within the urban communities of Canada by the 'Task Force'. Housing is a sustaining element within the urban fabric, rather than a productive element, and as such fails often to receive its fair measure of attention, particularly during periods of rapid growth. The results of this imbalance in the development of the national economy is the serious urban problem which has been outlined above. The rapid and sustained increase in enrolments at universities during the past two decades, with the resultant necessary emphasis on academic and research facilities, has in many instances resulted in a similar imbalance in the development of the university community. Thus if there is not a student housing 'crisis', there most certainly seems to be a serious housing problem -- a problem which is intricately bound up with the total campus and urban development problems.

Purpose of the Study

The purpose of this study is to place the problem of adequate student housing in its proper perspective in relation to campus and urban development by dealing with it in a planning context. Planning is a continuous process of review, evaluation and adjustment of goals as well as means and therefore the study does not propose to produce a finite and static plan for student housing. The study will however attempt to establish the basis for the development of a long term student housing plan based on the presentation of maximum objectives; and taking into consideration the broader ecological and sociological issues.

Scope of the Study

The general scope of this thesis is the study of the problems of student housing at the University of Manitoba and the presentation of an approach which can serve as a method for the development of a comprehensive housing program. The primary emphasis of the study is student housing but since a comprehensive and complete program cannot be developed in isolation, various interlocking factors concerning general campus growth and development will be touched upon. Some of these

factors are: academic goals, aims and policies; transportation and circulation both in terms of access to campus and on-campus; quality of Metro transit service and the availability of on-campus parking as factors related to the location of suitable student housing stock; and faculty and staff housing. Even though all of these factors must be dealt with in detail and concurrently in order to develop a comprehensive housing plan, the scope of the present study recognizes but does not deal with them in detail. Thus, this study is only one phase of several required in the development of a comprehensive housing program for the Fort Garry Campus of the University of Manitoba.

This study attempts to:

- a) develop a policy base on which to build a comprehensive program
- b) record and evaluate the present student housing situation both on-campus and off-campus
- c) project the housing needs of the University of Manitoba to 1975
- d) recommend a series of alternatives for meeting these needs so that a program can be developed on the basis of a detailed examination of the alternatives
- e) establish the need for common effort by all organizations and individuals concerned with planning the development of the campus and the surrounding area.

CHAPTER TWO

THE RATIONALIZATION OF STUDENT HOUSING

The debate concerning the goals and the proper function of the university is as current today as it has been at all times throughout the ages. This is as it should be since:

Times change and conditions change with them. New views of education are beginning to prevail. Less stress is being laid on the merely academic and more stress on those subjects which have practical as well as educational values.

Thus not only does the debate go on but for many institutions the goals change and in other cases new institutions with new goals arise to meet the needs of new views of education. The goals of each institution have great significance for the housing policy propounded, adopted, and realized. The final housing results are as varied as the opinions and ideas about the function of housing in the university structure, and the differing situation in which each institution finds itself.

Factors of physical setting, geographic location, social situation, economic capability, and political implications as well as the philosophy of education have affected the development of housing policy and the degree of success enjoyed in the pursuit of that policy.

Almost all will agree that a university education should, as far as possible, be a total experience which is gained from living and learning within the sphere of influence of an 'academic community', the

⁸Dr. Thornton, Speech on second reading of the University Bill 1917 as quoted in W.L. Morton, One University (McClelland and Stewart Limited, 1957), p.115. The quotation arises in the course of the discussion concerning the changing role of the university from an examining and degree granting federation of colleges to a teaching institution, a truly provincial university for Manitoba.

community of scholars.⁹ A University "is or should be a self-governing academic community. Universities are people, not places, people with different interests living and working together."¹⁰ This statement from Sloman is a common theme running through all the literature on universities and on the need for residence facilities.

What has not reached a state of consensus is the level of 'living and learning' which is the best approximation of the ideal, or how thin and spread out the academic community can be without ceasing to be a community. While some have opted for a small compact twenty-four hour community of scholars which can contribute to the development of the 'round man',¹¹ others have held that "what the student learned was the college's affair; where and how he lived was not."¹² In general the first of these views has been held by teachers at colleges and the latter by educators at universities.¹³

A. RELEVANT CONCEPTS

Changing Views of Education

Colleges and then universities grew out of the desire of scholars to be able to meet and discuss common interests. The scholars of the

⁹ John Bland and Norbert Schoehhauer, University Housing in Canada, (Montreal, McGill University Press, 1966), p.12 Margaret Farmer, "Dormitories", Bricks and Mortarboards, p.101.

¹⁰ Albert E. Sloman, A University in the Making, (New York, Oxford University Press, 1964), p.11.

¹¹ W. Neil, "Residential Life in the University of Today", Home Universities Conference 1957, Report of Proceedings, (H.M.S.O., London, 1957), p.22.

¹² Farmer, "Dormitories", p.104. (Educational Facilities Laboratories, 477 Madison Avenue, New York 22, N.Y. 1964).

¹³ Albert Bush-Brown, "Dormitory Design: Economical Housing Isn't Enough", Apartments and Dormitories, (F.W. Dodge Corporation, 1957), p.176.

early middle ages were frequently itinerants who travelled and studied as best they could under the patronage of the wealthy of both secular and religious calling. As the scholars became better known they attracted a group of young men who paid a tuition or fee to receive instruction. These groups soon grew in size and some form of permanent meeting place was required. Thus, the colleges and universities were born as places in which the scholars could provide instruction.

In view of the historic origins of many colleges and their primary goal, they have stressed "the classical languages and the old classical curriculum with its splendid tradition of clean-cut, if narrow, competence, and its pursuit of disinterested excellence."¹⁴ The relatively closed nature of the curriculum as well as its narrow and well defined limits made small self-contained colleges not only viable but also desirable.

However, as the colleges pursued their study of the pure arts and sciences, others were at work applying the knowledge already gained. As the applications of art and science were refined, the need arose to pass on the knowledge and techniques, which had been acquired. This originally gave rise to schools of law, medicine, engineering and other professions which were operated under the auspices of the professional body. The early members of these professions were usually graduates of the classical colleges and thus had the necessary grounding in the arts and sciences. With the increased demand for professionals of all types in the late 1800's and early 1900's the various professional groups became aware of their common need for pre-professional education which differed from that which was being offered by the classical colleges. When the universities began to offer the needed instruction the nature of the institution began to change. The emphasis of the universities shifted from the purely academic to the practical fields of instruction. Thus, just as the introduction of universal education has effected changes in the curriculum and goals of the elementary and secondary education, so the introduction of practical education into the universities has effected great changes in the curriculum and goals of the universities. The modern university has thus become aligned with the school system of the nation in serving the

¹⁴Morton, One University, p.121.

needs of society as well as those of the scholar.

The shift of emphasis from the academic to the practical has not been in the form of replacement but rather of extension. The resulting increase in faculties and the diversity of study has led to an increase in the size of institution required in order to provide instruction in both the arts and sciences, and the multi-professional faculties. The modern university is truly a multi-versity with many divergent and competing interests at work within the single structure. Thus not only have the views of education changed but they have become more extensive and complex.

The growth of practical studies at the university level has been paralleled by the growth of another group of institutions of higher learning in Canada, namely, the institutes of technology and the institutes of applied arts. These represent a further extension of the educational system to meet the changing needs of a highly technological society, and must be kept in mind in dealing with the development of Universities.

The Function of the University

The changing view of the university leads to new functions related to these new views. In the frame of reference of the large multi-versity, which is the major concern of this thesis, the present functions of the of the university are:

- a) to be a repository of human knowledge
- b) to disseminate knowledge
- c) to discover new knowledge
- d) to facilitate the exchange of ideas
- e) to prepare students for the professions by providing training in the application of specialized techniques
- f) to provide some measure of general education and moral and social development as well as intellectual development.

The Academic Community

The meaning of the phrase 'academic community' has become confused as a result of past application and loose usage. It has in many ways become a meaningless cliché. However, it has been and still is a central concept in university education.

The word community comes from common of which one of the meanings is to communicate. Thus a community is a body of people having common organization or interests, or living in the same place under the same laws and regulations.¹⁵ In current usage the word community has been most often used in the latter sense of living in the same locality but this is not the key to the meaning of the word. Rather, the commonality or state of being in communication on the basis of shared interests is the key to the meaning of community. The academic community is one in which those persons of common academic interests are in communication with one another. This community of interest and spirit can exist without the members of the community having to live in the same locality although proximity can facilitate communication.

The community of scholars in specialized fields of study is an example of the strength of community which can be sustained by infrequent contact and indirect or non-face-to-face communication. The scholars of the world maintain the strength and closeness of their community through international conventions, professional journals and personal communications by letter, telephone or other indirect means. The secret to the strength of communities such as those of the various groups of scholars; physicists, chemists, sociologists and the other branches of the physical and social sciences, is the fact that their membership is relatively small, the members are readily identified by their credentials and their professional journals and associations provide an effective form of organization and communication.

Thus the academic community can exist in many physical forms if the conditions for communication or sharing in a common interest remain intact.

Conditions Conducive to the Development of Community

There exists certain conditions or situations which, although they cannot produce a community, can be conducive to the development of a community where common interests exist. Some of the more significant conditions are:

- a) Physical proximity conducive to face-to-face

¹⁵ Webster's New International Dictionary, Second Edition.

communication. Sitting side-by-side in a classroom where a lecture is taking place is a condition of proximity but it may not be conducive to communication.

b) Social interaction. Two persons who wish to communicate must have some basis of trust or confidence in each other at least within the realm of the content and implications of the communication. Social interaction permits the exchange of ideas and emotions thus providing knowledge upon which confidence can be based.

c) The existence of an organization which facilitates indirect communication. Normal office routine is an example of this type of community contact as are professional journals and community clubs.

d) Small community membership. With small membership it is possible to know many members and communication channels tend to be less cluttered.

e) Relative exclusiveness of the community. Entry is by some clear-cut criteria thus increasing visibility of members while maintaining control on size.

f) Easy recognition of members. Convention organizers provide registrants with ribbons or name tags while college freshmen wear beanies or college sweaters to signify the existence of a common interest.

g) Durability of membership. With a small turnover there is little need to expend energies getting to know new members.

The Multi-versity and Community

There are many features of the multi-versity which widen the range of possibilities for the development of an academic community. The gathering together of many scholars in the same or related fields offers the opportunity for more frequent contact with a wider range of persons of common interest.

At the same time there are many factors which tend to restrict the development of an effective academic community at the multi-versity. The most significant influencing factors are:

a) The very size of the institutions and the resulting bureaucracy and impersonalization inhibits communication.

b) The diversity of interests as indicated by the long list of faculties.

c) The disparity within the student body which is now drawn from more than one socio-economic strata of society.

d) The variety of goals pursued by the students. Some seek scholarship and stimulation, others a practical training which will equip them to earn a good living and yet others the social status of having a university degree.

e) The high mobility of both faculty and students.

f) The reduced exclusiveness of the university as the only source of knowledge. With the growth of research institutions and research in private business the university ceases to be the only focus of the pursuit of knowledge. It is thus no longer the only home of the scholar who has been one of the mainstays of the academic community.

There is the need for a concerted effort to build up the academic community in order that the university may adequately perform those functions which are dependent upon the existence of community for success. The two functions of the university which fall in this category are the facilitating of the exchange of ideas and the provision of a general education.

One of the factors which is conducive to the development of community is physical proximity. This proximity may occur through attending classes together, using a common study or lounge area, or participation in common interests of an extra curricular nature such as clubs, student government, social activities or athletic events. It may also occur through residence in the same locality which is a second definition of community. It is the second of these that this study proposes to investigate using the planning process as a method of analysing the elements of student housing,¹⁶ to determine their influence on community, and synthesizing them into a comprehensive program which will be conducive to the development of community rather than prohibitive.

¹⁶ Student housing is any accommodation occupied by students for residential purposes. Student housing includes a parent's home, lodgings, board and room, suites or apartments and university provided student residences. The above broad definition of student housing is the scope of this thesis.

B. STUDENT HOUSING

The History of University Involvement

The early colleges and universities, including Oxford and Cambridge, provided only for the educational needs of the students. The students lived in independent lodgings or at best in halls and hostels which were merely large boarding houses.¹⁷

The first residential colleges were organized towards the end of the thirteenth century -- for the purpose of providing food and maintenance but it was soon perceived that the protection and control of the boys was hardly less valuable than the financial relief afforded them by college life. Originally the colleges did not provide instruction but during the Tudor and Stuart epochs most teaching duties were transferred to these residential colleges.¹⁸

The initial entry of universities into the field of provision of student housing was based on very pragmatic considerations. However the discovery of the academically beneficial side effects of residential life soon placed the provision of residences on a firm philosophical base. The socializing effect of residence living was held in high esteem with Oxford and Cambridge being the ideal upon which later colleges were modeled in an effort to reproduce the spirit of these institutions.

In proclaiming the benefits of the residential university, Abbott Lawrence Lowell, Past-President of Harvard University stated that:

Man is by nature a social animal, it is in order to develop his powers as a social being that American colleges exist. The object (of the institution) is not to produce hermits....

¹⁷ Great Britain, Royal Commission on Oxford and Cambridge University, Report, (H.M.S.O., London, 1922,) p. 9.

¹⁸ Ibid., pp. 22-23. The protection and control features were important at this time since the boys referred to were only 12-14 years of age.

but men fitted to take their places in the community and live in contact with their fellow men.

All education beyond the grade of drill is self-education.¹⁹

In Great Britain it is the firm belief of the advocates of residential life that the desired environment can only be provided through a residential system. The feeling was strong in Britain even among civic university educators and administrators. The thinking on the subject is well expressed by Albert E. Sloman in his lectures on the new University of Essex:

English universities have always felt accountable for the conditions in which their students work and live. This is partly to ensure the proper use of public funds by which so many students are supported, but it is primarily to provide the full community life traditionally associated with universities. They would regard it as irresponsible, not to say perverse to admit students and offer them expensive laboratories and lecture theatres and do nothing about housing them. A University should, I believe, provide an experience of living as well as an opportunity for learning. Without this, education is dehumanized, the student himself defrauded.²⁰

There are many educators who oppose the residential system as too confining and limiting, and who feel that a suitable environment and academic community can be obtained without the university interfering in the private life of the student by providing housing. These people cite as examples of successful non-residential universities those of France and Germany. The point to note however is that the non-residential universities cited such as Heidelberg and Paris, provide the desired environment through their physical setting.

It is quite clear that both those who advocate university residences and those who oppose university involvement in housing want the same thing by different means. They want an 'ideal' university based on an 'ideal' environment. However, it is also apparent that there is no single answer to the question of what constitutes the 'ideal' university offering

¹⁹Richard Dober, Campus Planning (Reinhold Publishing Corporation 1963), p. 122. Quotations given in footnote 7. A. Lawrence Lowell, "At War With Academic Traditions in America", (Cambridge, Harvard University Press, 1934), p. 4 and footnote 9, Christopher S. Jencks and David Riesman "Patterns of Residential Education: A Case Study of Harvard", The American College, Ed. by Nevitt Sanford, pp. 731-773, (New York, John Wiley and Sons, 1962.)

²⁰ Albert E. Sloman, A University in the Making, (New York, Oxford University Press, 1964), p. 50.

the 'ideal' student living and learning environment. What is important however, is that regardless of the nature of their involvement in the provision of student housing, those universities which are cited as approximating the ideal do provide in some form a total educational package; intellectual stimulation, conveyance of knowledge, student-faculty communication, student-student communication, a satisfying social life and opportunity for physical development. Further, this total environment is confined to a fairly small space as witness the college system of Oxford and Cambridge, the studentenleben of Germany, the Latin Quarter of Paris, the Quadrangles of Harvard and the classical colleges of Canada.

The philosophical arguments for and against university provided student housing are summed up in this pragmatic statement of W.R. Niblett:

It is true enough, of course, that at no time in their history have Oxford and Cambridge very consciously set out to make a social life for their students. The social life they have provided has followed naturally on the college system. Older and younger living together in close or at any rate frequent contact and, because of that, seeing something of one another as human beings as well as teacher and taught; but modern universities are increasingly aware that they have to set about this task of general education more deliberately if it is going to be achieved.²¹

Whether the deliberate means will be through the provision of residences or some other approach will depend upon the circumstances of the institution concerned. The unique position of each university speaks strongly for individual solutions while Niblett's statement speaks for a planning approach to the problem of providing the unique environment which is best suited to achieving the goals of the institutions and of the students.

The Nature of University Involvement

There is a great variety in the housing policies and the residence facilities provided by the universities studied. They can however be

²¹W.R. Niblett, "Residential Life in the University of Today", Home Universities conference, 1957, Report of Proceedings, (H.M.S.O., London, 1957), p.14.

divided into four major categories:

- a) The Oxbridge system of colleges.
- b) The Hall of Residence housing system.
- c) The academic community within the university town.
- d) Independent housing arrangements.

The Oxbridge System of Colleges

Oxford and Cambridge are the traditional examples within the Commonwealth of the college based university. Although they are not entirely alike in detail, they do in general convey the same concept and philosophy of a university, and thus the single word Oxbridge has been coined to convey this concept of the residential university.

The present form of Oxbridge has grown more by accident than design but is consistent in its various parts because the basic philosophy which led to the founding of the first colleges during the Middle Ages has persisted. The original Oxford and Cambridge were both "Public Schools" and universities and provided only for the educational needs of the students. However, with the growth in enrolment students were unable to obtain suitable lodgings near the university at reasonable prices and thus during the latter part of the Thirteenth Century the colleges were organized to provide food and maintenance. Only after a lengthy period as student residences were teaching duties transferred to the colleges.

Changes were instituted gradually throughout the years so that the colleges became very important in the academic life of the student with the university providing only lectures and laboratories along with the setting of examinations and the conferring of degrees. Thus to the undergraduate of Oxford or Cambridge it is his college that provides the substance of academic life rather than the university. His dominant concern is with his college tutor, dean and that all-knowing guard of the college gate, the porter.²²

The philosophy behind the collegiate system and its value as an academic form is expressed in the following passage from Dongerkery's, Universities in Britain.

²²S.R. Dongerkery, Universities in Britain, (Bombay, Oxford University Press, 1953), p.21.

The most important feature of college life is that it provides many and varied opportunities for social contacts among the members: students and fellows. Apart from the personal contacts between tutor and pupil which the 'tutorial' and 'supervisory' systems contemplate, the undergraduates mix freely with one another, being brought together daily at lunch and dinner time and at meetings of the numerous literary, dramatic, musical and other societies and clubs. In addition to these more or less formal gatherings and meetings, there are many informal groups of intimate friends with kindred tastes and interests who meet over tea, or at other times in their rooms to discuss the hundred and one different topics, not necessarily connected with their studies, that interest young men of their age. These informal talks and discussions often continue till midnight and even extend to the small hours. The exchange of views and the clash of mind with mind in friendly bouts of argument, in which young men take delight, help to widen their sympathies, enlarge their horizons, sharpen their wits, and lay the foundations of valuable and lasting friendships. This is not the least important part of the liberal education for which Oxford and Cambridge are firstly famous, for the undergraduate has as much to learn from these informal talks and discussions with his fellow-students as from the formal instruction he receives from his tutors and professors.²³

Many of the non-residence advocates maintain that the students in colleges spend too much time in athletics, dramatics, clubs, social activities and general discussion. However this is time which is lost to the commuter in travel or watching T.V. for lack of adequate companions with whom to carry on such stimulating activities and discussions. The advocates of the residential system are on the other hand not only philosophers but pragmatists. They hold that the primary objective of the residential system is to improve the quality of the educational program offered by the institution; the housing, as such, of the students is a secondary benefit.

Their belief in the educational effectiveness of a good residential system rests on one fact: intellectual life at those institutions possessing good residential systems is more vigorous than at those institutions where they are lacking.²⁴

Other personal views from Britain tend to bear out the added benefit of residence life. Rather than the hall resident wasting his time on

²³Ibid., pp. 22-23.

²⁴Bush-Brown, "Dormitory Design", p. 177. There is no evidence that

frivolous activities, it is the commuter who is denied the broadening experience that these activities provide as pointed out by W. Neil who states that:

I should like perhaps a little more emphasis to be placed on halls as places where a man cannot only live better and develop better but also work better. From time to time one hears the fear expressed that hall life dissipates a man's energies on too many peripheral activities. That is not my experience or that of most of my colleagues. Hall activities are generally fitted into the time otherwise spent in bus travel, and I have noted carefully over the past few years in my own hall that the percentage of high honours is considerably above the university average and the percentage of failures considerably lower. Indeed, unless we can show that a man's department work benefits from hall as well as his general education and personal qualities, we have no case for spending large sums of taxpayers money in this way.²⁵

Because of the obvious success of the system in Oxbridge, many other institutions have adopted it, in part, more as a residential system. Harvard²⁶ in the United States and Waterloo²⁷ in Canada are examples of modifications of the Oxbridge system. Other examples are Massey College in Toronto, York University in Toronto and University College in Manitoba. Also Saskatchewan is proposing a college system for Regina.

With the present high costs of construction and operation of housing coupled with existing systems of short academic terms, it is unlikely that we shall see many instances of fully residential

the vigorous intellectual life is directly related to residence living. Paris and Heidelberg also have vigorous intellectual life to name only two non-residential universities. However, conditions differ in each country and it may well be that at many universities the best approach to producing an environment which is conducive to vigorous intellectual life is through a residence system. Thus it is the resulting environmental conditions rather than the residential system which is important. If two universities of similar situation, experience environmental limitations and one overcomes the problem by providing residences while the other does nothing, then one could easily be led to the conclusion expressed above.

²⁵ W. Neill, "Residence Life", p. 24.

²⁶ Dober, Campus Planning, p. 122.

²⁷ Bland, University Housing in Canada, p. 5.

institutions in the near future. However it should be kept in mind that even Oxford and Cambridge are not 100% residential. Besides the members of the non-collegiate societies who live in licensed lodgings, there are many members of colleges who cannot be accommodated in their colleges throughout their academic careers.²⁸ In view of the benefits of residence life already expounded, it may appear that the non-resident is getting a second class education. The actual situation however precludes this since: a) the student lives in residence for at least his freshman and junior year. b) The colleges are very small by today's standards having only 150-300 students. c) Even for the non-resident student the college provides the focus for his academic and social life and all common facilities are open to him as is the case with fraternity houses. d) The number of non-residents is usually small and as they are seniors the rapport established during earlier years serves to sustain the environment of the community. Also during his senior years, the student often prefers this partial withdrawal from the life of the college in order to gain solitude for more personal and individual intellectual pursuits.

The Hall of Residence Housing System

Many Universities of the non-collegiate type first entered the housing field as a matter of necessity to provide food and shelter, not educational betterment. Thus the structures were designed for economy and birth was given to the dormitory system of housing which generally provided few amenities.²⁹ They offered little privacy, quiet, or opportunity for individual study and did not as a matter of policy have an educational program including wardens, dons, tutors or any other form of

²⁸ Dongkery, Universities for Britain, p.28.

²⁹ In this paper "Dorm" is taken to mean a special building type containing large common sleeping areas. A "Hall of Residence" is a later refinement with rooms containing one or two students but not more than four. Because few Dorms in the above sense of the word exist today much of the literature uses the words "Dorm" and "Hall of Residence" interchangeably.

guidance or advice for the students.

In the words of W.R. Niblett:

"Dormitories are a poor alternative to halls. It is true that dormitories well-run are better than unobtainable or chaotic digs; but what matters most is that a hall should be a genuine society of people, the ratio of older to younger being perhaps something of the order of one to twenty."³⁰

Thus the 'Hall of Residence' differs from the dormitory in that it proposes to be a social unit in which much general education is carried out. It is a place which provides the student a home base and gives him a chance to sink roots into the fertile university soil. While the formal program of the university provides for the intellectual development of the student, the program of the hall provides for his cultural development.

It is apparent that while the dormitory is a mere place of shelter, the Hall of Residence is intended to be a residence of the Oxbridge type without a formal teaching program, and with the more expensive club facilities omitted to obtain the best of the residential system, while maintaining a scale of economy which does not price the hall beyond the reach of the student, even the one of meagre means. Because it provides a home for students of all academic pursuits, from all parts of the university, the hall encourages a campus life which is more democratic, intellectual and venturesome.

For the large, monolithic civic universities, the Hall of Residence is the most common approach. However the pressure of numbers has often led to more concern for housing large numbers of students, than for housing them well, within the terms of reference of the desired hall program. The design of some of the large residence halls has produced such an enormous and ill-defined living unit as to leave the student as much at sea in the residence as in the university at large. Thus a sound understanding of the purpose and operating ranges of the hall are essential if adequate design is to result. Good design cannot produce a good hall program, but it can assist and provide for the development of the program. Bad design on the other hand, besides hampering a good

³⁰W.R. Niblett, "Residential Life", p.16.

program, can also prevent the development of any satisfactory program. Harold Riker has outlined a comprehensive approach to residence hall programming in which he made a strong case for the proper sequence in planning new housing facilities.³¹ Too often a decision is reached that more housing is needed and the architects are engaged to prepare the plans. Obtaining good housing units in this manner is pure luck and coincidence in Riker's view. Before pencil is put to paper, Riker maintains that the operating program should be established, the staff selected and then the design developed on the basis of the program in conjunction with the selected staff.

The Academic Community Within The University Town

On reading the above heading one may think that this section intends to deal with a situation which is the normal condition of all universities in urban areas, that however is not the case. The situation to be discussed here deals with the planned use of existing community residential space as part of an integrated housing program designed to produce the desired but often illusive 'academic community'. This proposal differs from the organic but functional academic community which has grown up about many of the older universities, as a result of a happy marriage between 'town and gown', in that it is the result of positive action to reduce costs by utilizing available community resources while obtaining the desired environment by integrating the community facilities into the campus housing program.

The planners of the University of Essex, England have presented an application of the ideal university environment, which contains some very novel ideas for developing an integrated community, while working within the constraints dictated by the physical, social and economic facts of life. One of the distinctive features of the Essex plan is that it does not include any colleges or halls of residence as previously discussed.

³¹Harold C. Riker, College Housing As Learning Centers. (The American College Personnel Association, 1605 New Hampshire Avenue, N.W., Washington, D.C. 20009, 1965). This book is highly recommended as reference work on residence hall programming.

The planners have still included housing as an integral part of the educational plant, in the English tradition, but with a different approach. They have based their plans on a detailed analysis of existing situations and conditions; a consideration of present realities rather than past nostalgias.³²

The major concepts and facts on which the Essex housing program is based are as follows:

1. The university graduate is not just one who has stayed the course and passed the examinations; he has had the intellectual and social experience of being a member of an academic community. Thus the opportunity for experiencing the full benefit of community life should be maximized.

2. In most instances the best way to secure good student living conditions is to build new accommodation but high costs limit this approach.

3. Lodgings and flats near the University are acceptable alternatives but are usually extremely limited and therefore only a small percentage of the total housing requirement.

4. Students who occupy lodgings, even two or three miles away, are usually cut off from much of the social life of the university unless special efforts are made to assure adequate transportation and to encourage involvement.

5. As universities expand more undergraduates will be drawn from families of semi-skilled and unskilled workers where home conditions often do not permit space or quiet for study. Also the independence of living away from home is good for the student even when living at home is possible.³³

³²Sloman, A University in the Making. Chapter 4. This book provides a statement of the basic philosophy and governing concepts of the provision of student housing in Great Britain. It contains much which is also applicable to the Canadian scene. It should be required reading for all persons responsible for the operation of existing housing programs or the planning of new programs.

³³Of the three out of ten students who live in, aside from Oxford and Cambridge, the hall is the most likely form of residence. With the systems of wardens, sub-wardens, senior tutors and tutors, the 50 to 500

6. The increase in student mobility made possible by local authority grants increases the percentage of non-resident students thus increasing the demand for accommodation which is already limited.

7. Additional accommodation can be made available if families who have sons or daughters away at other universities can be encouraged to accept student boarders.

8. Students of today are generally older and more mature than their predecessors and if they are to become responsible citizens, they must be given responsibility under conditions which promote and encourage the process of growing up.³⁴

9. Although some students enjoy the special communal character of hall living, most want simple and inexpensive comforts, a quiet room to work in with warmth and light, and the company of friends. Such accommodation can be achieved in study-bedroom blocks and in self-contained flats at much lower capital and operating costs.³⁵

The general conclusions which were arrived at on the basis of the above analysis and which serves as the foundation for the Essex plan are:

1. The University will never be fully residential in view of

students per hall enjoy an altogether satisfactory corporate life. The 1957 Housing Sub-Committee of the University Grants Committee of Great Britain stated that there was no satisfactory substitute. However, attractive and effective as the hall system is, many students do not care for the life; perhaps for any form of institutional life.

³⁴In Halls many parents expect the university to stand 'in loco parentis' or to act as chaperones but residence in even the best of Halls has never been any assurance of maintenance of morals. The Hall cannot do what the parents were unable to do. Thus although some guidance is needed, particularly in the students first year of study, he need not live under the nose of the tutor in order to obtain or benefit from the guidance which is provided as a part of the counselling program of the university.

³⁵Also since present numbers and high costs are resulting in large Halls of 400 to 500 rather than the desirable 50 to 150, they are less and less functional. The students usually form social units by wings or floors, and the central common rooms remain empty. Another version groups small halls around central dining facilities and other shared services. This federation appears to provide a source of strength but its effect on the life of the individual halls and the university is still to be established.

high costs, availability of existing usable accommodation and high priority claims on limited local and national resources.

2. Residence space to be built will be apartment and flat type with study-bedrooms on a single occupancy basis.

The housing plan or program for Essex which has evolved out of the above analysis and conclusions calls for the full utilization of all suitable existing accommodation, including seaside resort facilities which are within fifteen miles of the university and which are incorporated into the program through provision of low cost, scheduled bus service and on-campus study space. As additional accommodation is required, towers of flats built to form part of the university town in accordance with the long range development plan. Rooms will be built in groups of a dozen or so around a stairwell and a living-room and kitchen will serve as social centre for each group of rooms.

The proposed flats differ from traditional residence space in several significant aspects. First, they have limited kitchen facilities in place of contract feeding which are supplemented by coffee shops and cafes located throughout the campus. Second, the students have much greater independence and have a small living space for entertaining friends as opposed to the large residence hall lounges and common rooms. Thirdly, the residence towers will serve a function similar to that of the college in that some of the rooms in each group will be used as study space for students who live in lodgings. It is proposed that every student whether living in or out will thus be a member of one of these house units as the basic building block of the academic community. In this form of organization every student will be a part of and have a place in the community even if commuting to classes. In view of the comprehensive nature of the program, it is expected that even commuters will spend long hours on campus and will use the study facilities provided on campus during weekends as well.

The concept of the planned Academic Community within the University Town as expressed in the Essex example, has much to recommend it both from the social and academic points of view as well as from the economic standpoint. The rapid rate of growth of most all institutions of higher learning today places an emphasis on the need for such planning, a need which did not exist in the past when a slow growth rate allowed breathing

space between each phase of expansion to review and adjust both thinking and action in an atmosphere free from the pressure of the need for immediate action to meet a crisis situation. However with enrolments growing at the mind-staggering pace that they are, there is no time for housing and auxilliary services to follow on the fact of need. These services must be planned along with academic facilities, when large increments are involved, because although there is a cushion available for meeting housing requirements through the private market, the cushion is not large enough to accommodate increments which run into hundreds annually. The planning of housing takes as much time as the planning of academic buildings, if such housing is to be adequate rather than expediency oriented, and the present rate of growth of need is too great to be met by planning which occurs after the fact of the need. Today we must foresee the need and plan ahead to meet these new demands in a manner which is in keeping with the goals and objectives of both the community and the university, as has been done in the case of Essex, to mention only one of many examples of inclusion of housing planning within the long range development plan of the university.³⁶

³⁶For additional examples of the inclusion of a comprehensive housing plan within the long range plans of universities see:

University of California, South Central Campus, Site Selection Study, October, 1959.

Richard P. Dober, The New Campus in Britain, 1965.

Walt Cudnohufsky, (Director of Study), Campus Planning, Case Studies of Campus Plans, (Department of Landscape Architecture, University of Massachusetts, 1967).

University of Saskatchewan, Regina Campus Development Plan. This plan proposes a College system with additional housing for married students as part of the total campus site development and its design and layout is based on a projected planning ceiling of 12,000 students. To avoid congestion and compromise of the basic concept, a new campus is to be designated before capacity enrolment is reached as has been the case with the development of the Regina Campus prior to the Saskatoon Campus reaching full capacity. In this regard, Saskatchewan is in a preferred position as it has several growing urban centres which will be well served by a local campus and which are more than large enough to provide the services needed by a medium sized university complex.

Independent Housing Arrangements

The nature of the independent housing arrangement policy is essentially that the university leaves each student to find accommodation through individual initiative and effort. The university may have a policy of complete non-involvement in the student's housing problem as in the case of Portland State College³⁷ or it may provide limited on-campus housing with some form of central listing service which attempts to assist students in making contact with potential landlords and landladies without becoming involved in the question of the quality of accommodation being offered. The limited residence space with listing service is a common form of dealing with students' housing needs and is the norm for most large Canadian universities.

The universities which follow the policy of Independent Housing arrangements fall into two groups:

a) Those which are located in an urban environment which provides all the ancilliary facilities and services needed to produce an intellectually stimulating environment within the university community. That is, society provides adequate housing, social, recreational and commercial facilities and services within an acceptable range of the university so that the university is not forced to become involved in the interests of producing an environment conducive to the development of a strong academic community. This is indeed an ideal situation for all since it leaves the university free to concentrate on its primary task of education, while allowing the students to select the level of independence most suited to their desires and needs.

b) Those which are located in a very accessible section of the urban area and which concentrate on the offering of practical subjects related to vocational upgrading. These universities usually operate extensive night programs as well as day programs of instruction. Most of the students of these institutions are job oriented and are concerned only with the academic offering of the university. They continue to live within their local district and seek their social life within this context and

³⁷ J. Malcolm McMinn, Director, Facilities Planning and Operations, Portland State College. Letter in response to enquiry (July 15, 1968)
"A circumstance of which you should be aware is that Portland State College has never been in the housing business and its policy at this time is that it will not get into the student residence business."

commute to classes.

In this case a very different kind of academic community exists which is highly content oriented and which requires little out-of-class or informal contact between the members of the community. Thus the university is required to offer very little in the way of extracurricular activities or ancilliary facilities and services.

There is a third group of universities which in general follow the principle of non-involvement in student housing. These are the universities which previously fell into one of the above categories but which, due to increase in size, have exhausted the existing supply of student housing or which due to expansion, have changed the nature of their course offering and thus the type of student body which they attract.

In general, as enrolments have increased, the available resources of the universities have been fully committed, and in many cases overtaxed by the needs for additional academic space and related research facilities. Thus at a time when the quality of student life has been steadily deteriorating due to the increase in size of the institutions with the resulting impersonalization of program and enforced commuting, the university has been most pre-occupied with other more pressing day to day considerations - more pressing in the sense that academic space requirements are immediately apparent, affect the primary function of the university directly and must be provided 100% by the university. Further there are many vocal proponents of the need for additional academic space in that the faculty is very aware of the existing and impending conditions of overcrowding. Thus while housing is just as pressing a concern, from the point of view of the quality of academic life, the maintenance of the academic community and the effectiveness of the university in accomplishing its primary task of education, it is much more difficult to ascertain the exact nature and magnitude of the requirement and there are fewer vocal proponents of the need for action. Most people will accept the fact that off-campus facilities, of an acceptable standard and suitable location, are limited and can provide for only a limited number of students. It is, however, very difficult in each case to determine what the level of acceptability is or should be and what quantity of accommodation is available within these terms of reference. Many studies have been conducted in recent years to determine the true nature of the situation but

most have been inconclusive. One proposal which has been put forth, to introduce some control and obtain useable data on the quality of off-campus housing, has been the use of an inspection service in conjunction with the university listing of available accommodation. By using an inspection system the university assures a minimum standard on all listed housing and from the ratings it can determine the overall quality of accommodation being occupied by students.

Some of the factors that must be considered in the suitability rating of housing are:

1. Distance from campus measured in terms of commuting time -- walking, driving, bussing.
2. Quality of accommodation available. Physical condition, privacy (visual and audial), accessibility to the university and to other community facilities. It is obvious that the amount of available housing in the private market is variable depending upon the standards of quality and accessibility accepted. If it is decided that for an effective community to exist, approximately 60% of all students and faculty should be able to live within three miles of campus, then the amount of housing available will be much less than if a standard of 40% or a distance of five miles is accepted. There is no doubt an optimum set of standards for any given level of efficiency in each situation. The difficulty is in deciding what level of efficiency and related cost is to be accepted for each university. It is unlikely that the optimum situation will be attained in any given case, and it is unlikely that much progress can be realized where the system of independent effort is maintained. Just as with the rapid increase in population the government has had to concern itself with the need for adequate housing for all in the interests of a sound community, so the universities will have to concern themselves more with the needs for adequate student housing in the interest of maintaining and in some cases developing a sound and effective academic community.

The Responsibility of Public Institutions To Provide Student Housing

There is certainly no concensus of philosophical opinion on this matter in Canada. In fact the topic has been almost ignored in Canadian

literature. In Britain there is a definite feeling of responsibility as indicated by the report of University Grants Commission Sub-Committee on Housing previously quoted from Sloman, "A University in the Making". In the United States feelings are mixed with opinions running the gamut from a commitment to residence living, as exemplified by Harvard and Yale, to a completely non-residential commitment as exemplified by Portland State College.

Thus on the Canadian scene rather than referring to stated philosophy, one has to look to what the universities and colleges have done and are presently doing about housing. The convictions of the institution are implicit in the course of action which is followed. Using the criteria of past and present provision of student accommodation, one can only conclude that most institutions in Canada do accept some responsibility for the provision of student housing. The difference between institutions is not so much a question of acceptance of responsibility, as it is a matter of the light in which that responsibility is conceived.

Some institutions see the responsibility as the provision of housing for all non-resident students who are not able to find adequate accommodation within a very short distance of campus. Others see the responsibility only as the provision of housing to meet special needs and to fill the gap between enrolment and available lodgings in the urban area within about an hour's commuting distance. In each case, regardless of philosophy, the solution and the priority given to instituting it are tempered by the local situation. In many areas students are beginning to accept responsibility for providing their own accommodation through cooperative ventures.

In those communities where the university is located in a densely built-up area, such that the majority of students, faculty and staff are able to live within a very short distance of campus (two to three miles), there seems to be a great concern to provide additional housing close to campus to accommodate those few who are presently condemned to living on the fringes of the academic community. These institutions do not consider the whole urban area as potential housing locations (e.g. University of Alberta, University of Saskatchewan, and University of Toronto.) On the other hand, those institutions which are located in suburban areas where

very few students, faculty and staff are able to live in close proximity to the campus, tend to view the total urban area as part of the community. This attitude derives from the fact that the existing situation is one in which the majority of the university community is scattered throughout the urban area and thus this is accepted as the norm. Little consideration is given to the desires of the non-resident student or new faculty member to live in close proximity to the institution which has precipitated their decision to move to the particular city or urban area. It will be shown in later chapters that the University of Manitoba falls in this latter category.

Thus there is fairly common agreement on the fact that the public institution of higher learning has some responsibility for the provision of student housing as indicated by the fact that most institutions are committed to a residence program be it of greater or lesser degree. However, being pragmatic about the situation, even for those committed to a total residential system, it is economically, socially and physically impractical to attempt to provide on-campus housing for all. This means that in spite of the assumed academic advantages of a residential life, there are other means of attaining the desired intellectual and social environment which constitutes the effective academic community, and, in view of the economics of the situation, the university must pursue a course of action which optimizes the contributions of each element. That is, it should not and cannot put all its eggs in the residential basket. But saying this does not mean that it should ignore the other baskets. The university must seek to accomplish the goal of an adequate community through cooperation with other institutions and the public at large. It must encourage proximity to campus: by encouraging good transportation particularly public transit; by providing assistance to prospective landlords and landladies; by making information on the availability of off-campus facilities accessible to its students and by encouraging a high standard of accommodation. More will be said on this subject when dealing with the University of Manitoba situation in detail.

The University and Society

If we view the university in its proper perspective, we see that it is only one of many functional parts of society at large. That is,

society provides the university, it provides an environment to live in and it provides other elements essential to modern living such as commercial, industrial, cultural, social and recreational facilities and services. The prime function of the university as a constituent element of society is to provide for the educational needs of its supportive society within the terms of reference established by the society. All of the elements of society are interdependent to some degree and the effectiveness of one element may be affected by a deficiency in another element. This is the case with the university.

The lack of a suitable environment can hamper the educational effectiveness of the university. In the past, when the needs of society for education were provided by the efforts of private citizens, the founder of a college in recognition of the need for a suitable environment for the student to live in often provided both the academic and the residential facilities. Now that society at large has assumed the responsibility for education through the establishment of the civic universities, it will have to take similar positive action to assure the creation of an adequate environment if it wishes to obtain the full benefit of its investment in academic and research facilities. Whether society provides the needed environment through university residence halls, other governmental action or through private effort is not the point at issue. The point at issue is that society has provided the university, and, if it wants the university to be an effective element of the society, it must provide the needed environmental conditions which will produce the desired level of intellectual stimulation. Since the goals, student body, and general conditions differ at each institution the type of environment will differ also and thus no detailed prescription can be given which will be applicable to all universities.

Present Trends in the Provision of Housing by Universities and Colleges

Enrolment at all institutions of higher education have shot upwards during the past decade. Consequently lodgings and other suitable accommodation, near these institutions, have been exhausted. As private developers have, for the most part, not been able to meet this demand within the economic limits of the market, many institutions have found

themselves forced to provide housing or restrict enrolment. Thus all new student housing does not necessarily represent a philosophical committment but in many cases merely represents a facing up to the hard economic facts of life.

These institutions have turned to many sources to obtain the necessary funds for construction of housing. Besides the old standbys of bequests, alumni fund drives, bonds and government grants, a relatively new source has been tapped, namely the Central Mortgage and Housing Corporation. The legislation permitting the Corporation to provide loans for student housing was passed in 1960 and nearly all student housing built in Canada, since this time, has been financed under Part VIa of the National Housing Act. Thus a study of the projects financed by the Corporation indicates the level of activity of most universities and colleges in the provision of student housing.³⁸

Universities in all provinces have received assistance under this program but the statistics indicate that some provinces have made greater use of the legislation than others. The degree to which the universities of each province have taken advantage of the legislation is indicative of the level of committment to the provision of student housing, the availability of additional resources within the province to provide the provincial share of the needed funds, and the local situation of each university in terms of priorities in the use of the available limited funds. Thus it is the trend at most universities in Canada to provide some student housing with the quantity and quality of housing provided being determined more by economic constraints and provincial priorities concerning the allocation of resources than by philosophical committment.³⁹

³⁸ Annual Report 1967, Central Mortgage and Housing Corporation, p.16. Canadian Housing Statistics 1967, Central Mortgage and Housing Corporation, table 40, page 51. For a further listing of building projects see, "The Great Building Boom", Canadian University, May, 1968.

³⁹ In considering the allocation of resources it should be noted that Manitoba has consistently provided education for more students at its universities than the total number of Manitobans attending university both at home and in other provinces in Canada. See, Survey of Higher Education, DBS, Catalogue 81-518, 1954-1961, p.38., and DBS, Catalogue 81-211, 1967-68, p.36.

The Elements of Adequate Housing

The situation now opens up two possible decisions: to provide as much housing as possible in an effort to create a total environment; or to provide only that quantity of adequate housing which is necessary to assure sufficient accommodation to permit a continued growth in enrolment. It is necessary to consider the question -- what is adequate housing? Too often adequate is taken to mean only warm, dry shelter and very little else in the way of amenity. However adequate housing has more elements than the physical, and very often the physical elements are the less significant ones.

In every community there are elements of social, economic and political as well as physical significance. The same is true of student housing. In the social context, the student wishes to be able to associate freely with fellow students of common interest (not necessarily academic only) and to share experiences in an informal and unstructured environment. At the same time he wishes to have access to study and research facilities which pertain to his major area of study. For the physicist or chemist this may mean being close to campus where he is most likely to meet confreres and where his research facilities are most likely to be located. For the social worker, sociologist, psychologist or budding architect it may mean living in the core of the city where urban experiences, problems and study opportunities abound.

In the economic context, it may mean choosing a location or physical facility which is less than desirable, but which rents for a rate which is within the student's sometimes meagre budget. In urban centres such housing stock will provide adequate accommodation as well as shelter. In suburban areas where the housing stock is likely to be low density, new construction, the quantity available is unlikely to be sufficient, and the cost is most likely to be prohibitive, or at least at the extreme upper end of the scale, and will thus not provide for those who need the close location to maintain transportation costs within their means.

In the political context, there is the question of ownership of the housing and the degree of freedom permitted. Many students avoid the halls of residence because of the restrictive regulations and the atmosphere of the university being 'in loco parentis'. Others opt for what is called

a new and vital 'life style' in keeping with the modern pace of life.⁴⁰

In general the desire for greater freedom seems to be a key issue with the older, more mature student and a smaller group of what might be called the aware and sensitive members of the under twenty-one section of the mass society.

In the physical context, the elements of adequate housing include a warm, dry, healthy environment which provides facilities for private study, or is proximate enough to such facilities on or off-campus to that the shelter component is all that is required of the accommodation. If the living facility is so located that all amenities and services are available within the student's range of easy mobility then a dormitory facility which provides bed and board, and companionship might be more desirable than a much more sophisticated physical plant which is lacking in the provision of a satisfying environment.

Serge Chermoyeff and Christopher Alexander touch on the problem of the complexity of elements in adequate housing in their book "Community and Privacy". The complexity of the problem is illustrated by the fact that the basic content of the book had been developed, tested and refined over a period of eight years from 1952-1960, but the basic materials are still "imprecisely structured, still bear no exact relationship to the structure of the problem".⁴¹ Their basic concept is that each problem has a structural pattern of its own. They then attack the problem of what constitutes a good house by pursuing an analysis of 'the attachment of public and private domains' using nine functional categories.

1. Accommodation and Land Use: Spaces for group occupancy.
2. Problems of Protection: Security devices from society, safety from accidents, immunity from infestation and pollution.

⁴⁰ Rochdale College, Toronto has become the symbol and rallying point for those who support the new life style philosophy. See, Rochdale - Four Million Dollar Co-op Success Story, Canadian University, October, 1968. Also John Jordan, Rochdale College, Canadian Service for Overseas Student's and Trainees, Bulletin #14, November, 1967.

⁴¹ Serge Chermayeff and Christopher Alexander, Community and Privacy, (Anchor Books, Doubleday and Company, Inc., Garden City, New York, 1965), p.152. For a more comprehensive discussion of the environmental qualities of housing see J. Lehrman and A.N. Sengupta, Housing Criteria, a report prepared for the Planning Division of the Metropolitan Corporation of Greater Winnipeg, (The Metropolitan Corporation of Greater Winnipeg, 1969).

3. Responsibility: The question of ownership and maintenance; who does what, involving clarity of boundaries.
4. Climate Control: How much and what may be controlled to make the entry comfortable as a link between the climatically controlled automobile or public vehicle and the climatically controlled dwelling itself.
5. Illumination: Good visibility in relation to all questions of both safety and pleasure, day and night.
6. Acoustics: Transition and insulation from the noise environment of traffic through the progressively reduced background noise to the set of semi-private, private, innermost privacy realms.
7. Circulation: As this relates to the transition between mechanized vehicles, non-mechanized vehicles and the pedestrian himself.
8. Communications: Long-distance communication between the first entry point of the cluster and the final entry point into an individual dwelling, for the purposes of convenience and security at both points.
9. Equipment and Utilities: Adequate accommodation and access to be provided by public authority or by management or by individual owners or tenants in the semi-private "No man's land" of entry zone.

It must be emphasized again that these categories do not in themselves elucidate the structure or pattern of the problem. What they do, by being emotionally neutral, is to help us enumerate at the next **stage** more precise requirements called for by the need for privacy. Under these headings we can go on to look for detailed pressures that would affect the plan. ⁴²

Thus we see that they have isolated essentially the same factors which have repeatedly surfaced throughout this discussion; that is, the function of adequate housing in meeting the student needs. The opportunity for community (group activity) and privacy, independence and security, freedom and guidance, scholarship (intellectualism) and social development, conflict and cooperation, tension and relaxation (release), work and play (recreation.) It is the intent of the author that the proposed programs should include these elements.

⁴²Ibid., p.153-54.

CHAPTER III

THE UNIVERSITY OF MANITOBA - FORT GARRY CAMPUS

A. INTRODUCTION

The University of Manitoba - Fort Garry Campus is located in the Rural Municipality of Fort Garry, a constituent municipality of the Metropolitan Corporation of Greater Winnipeg. The Metro Winnipeg area is the major urban area of the Province of Manitoba having 52% of the provincial population in 1966.⁴³ The regional location of Winnipeg is shown in Fig. 3-1.

In the post-secondary education field, the populace of Manitoba is served by the Universities of Manitoba (1877); Winnipeg (1967), (formerly United College); and Brandon (1967), (formerly Brandon College); by the Manitoba Institutes of Technology; and of Applied Arts; and by hospitals offering nurses' training. The University of Brandon is located in the City of Brandon while the other major institutions are located in Metro-Winnipeg. The University of Manitoba is concentrated on the Fort Garry Campus, in the Rural Municipality of Fort Garry, with the Faculties of Medicine and Dentistry (Downtown Faculties) being located within the Medical Complex in Downtown Winnipeg.⁴⁴ As well it has two affiliated colleges and one associated college located on the Fort Garry Campus and a third affiliated college located in the City of St. Boniface.⁴⁵

⁴³Metropolitan Winnipeg Population Report 1966-91, p.57.

⁴⁴The Faculty of Law is presently located downtown in the Law Courts Building but a new building is under construction and the faculty is to move to the campus in the fall of 1969.

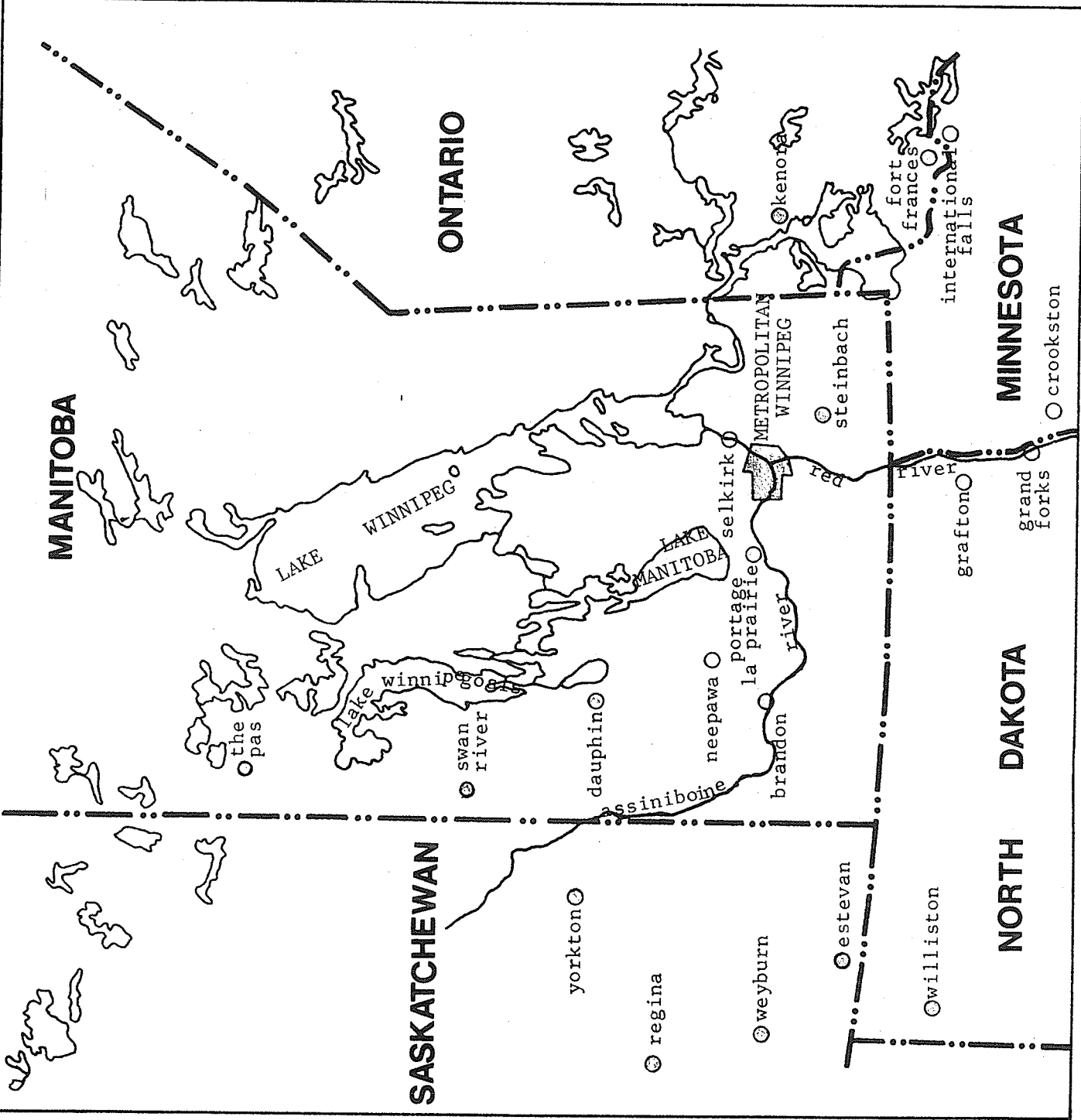
⁴⁵"Historical Sketch" The University of Manitoba General Calendar 1967-68. pp.29-35.

METROPOLITAN WINNIPEG

REGIONAL LOCATION

FIG. 3-1

SCALE
one inch = 78.9 miles



The decision to develop the 663 acre site in Fort Garry, already occupied by the Faculty of Agriculture and Home Economics, as the permanent campus was taken in 1929. At that time only the senior division of the University moved to the new campus and it was not until 1953 that the site question was conclusively settled.⁴⁶ Since 1953 there has been a continuous program of expansion of the campus with the various departments, faculties, schools and colleges moving to the campus as new facilities were provided. The latest arrival to campus will be the Faculty of Law which is to occupy its new building, now under construction, in the fall of 1969. This will leave only the Faculties of Medicine and Dentistry off-campus. It is likely that they will remain in their present location as their teaching facilities are a part of the Manitoba Medical Centre which is an extensive, integrated Health Services complex. St. Boniface College, the only other part of the University not on campus, will not likely relocate due to ethnic and religious commitments which are better served in its present location.

The consolidation of the University on the Fort Garry Campus is thus an accomplished fact. Any new growth in enrolment on campus will result from the expansion of existing programs or the creation of new ones. For the purposes of this study only the Fort Garry Campus will be considered in developing the housing program. This is not to say that there is no need to review the housing situation relative to the 'downtown faculties' but, rather that such a review is the subject of a separate study.

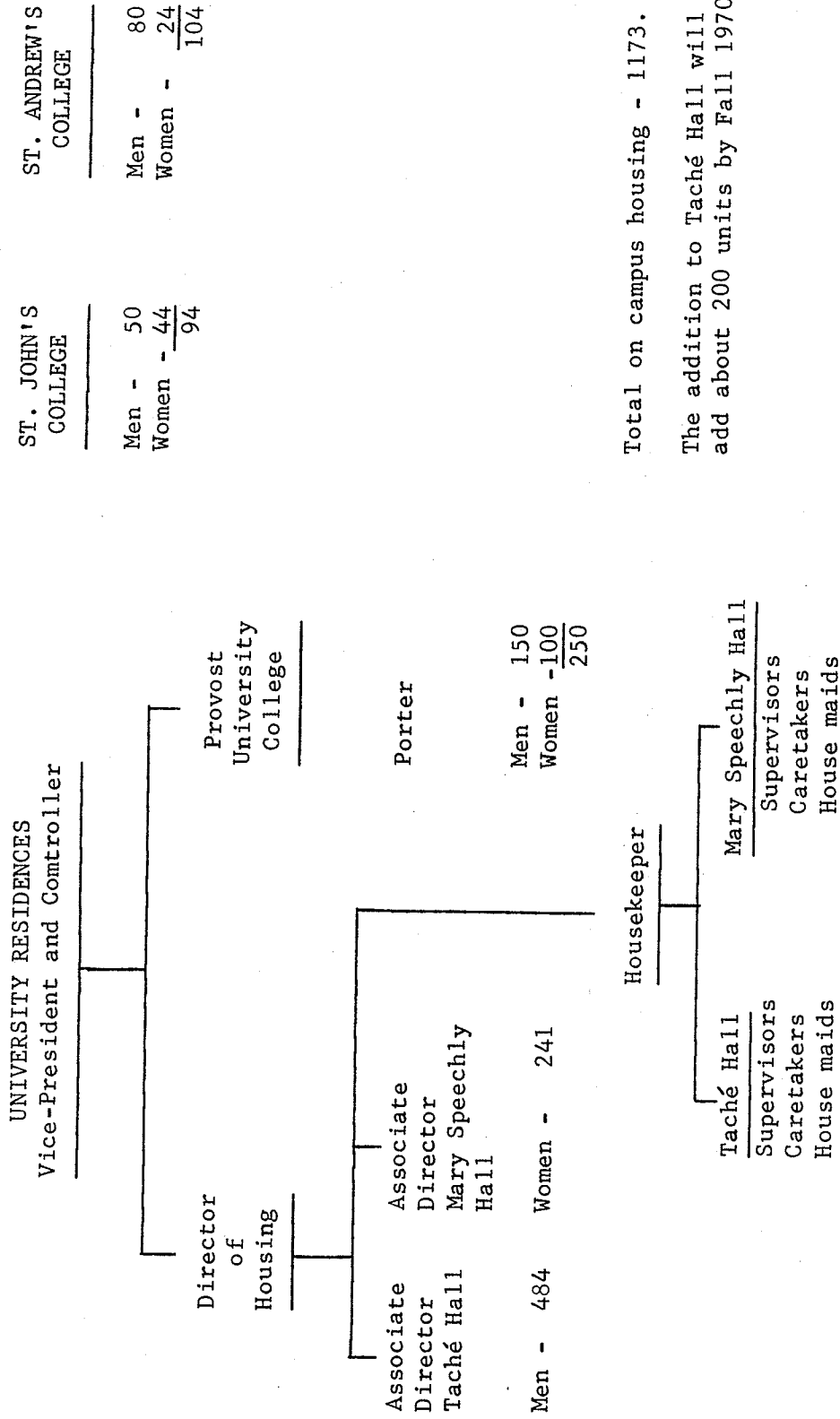
B. ON-CAMPUS HOUSING

Existing Residential Facilities

When the University moved to the Fort Garry Campus in the early 1930's, there was already in existence a large residence facility which had been built in 1911⁴⁷ to accommodate students of the Manitoba Agricultural College which became the Faculty of Agriculture and Home Economics in 1924. Thus when the University moved its senior division

⁴⁶ For a detailed discussion of the 'site question' see Morton, One University. The debate on a permanent site for the university was a long and complex one which was finally settled on the basis of pragmatic more than philosophical considerations.

⁴⁷ Morton, One University, p.87



Total on campus housing - 1173.
The addition to Taché Hall will add about 200 units by Fall 1970.

FIG. 3-2

to the campus in 1932-33, it acquired not only badly needed academic space, but a residence capacity in excess of 500 beds. The residence building contained food services, dining hall, auditorium and gymnasium facilities. It accommodated both men and women.

No additional residence space was constructed on campus until 1958 when St. John's College constructed the first residence building of its proposed College complex. This building is a long three level structure accommodating 50 men and 44 women. It has a common lounge, kitchen and dining facility in the basement. The college plans call for a "Great Hall" and separate women's residence but lack of capital has prevented any further development to date.

The next residence facility on campus was also a College residence. In 1963 St. Andrew's College (Ukrainian Greek Orthodox Theological College) opened its residence facility to accommodate 80 men and 24 women. The College complex is complete and will not likely be expanded in the foreseeable future. The college is a residential and theological institution and does not offer instruction in any accredited courses of the University of Manitoba.

In 1964 the University opened two residence halls; Mary Speechly Hall which provides accommodation for 241 women students and University College residence⁴⁸ which provides accommodation for 150 men and 100 women. With the conversion of some rooms in Taché Hall to offices and food services staff rooms, the total on campus student housing capacity is now 1173. A proposed addition to Taché Hall will provide an additional 180-200 beds, but these will not affect the total of available housing immediately as it is proposed to close down one wing of the old residence at a time to carry out renovations. The renovations will be undertaken as soon as the addition is completed.

The Structure of Residence Administration

The present structure of the residence administration and operation is shown in Fig. 3-2. Taché and Mary Speechly Halls and the residence of

⁴⁸For a detailed report of the concept and design features of University College see "An Idea", Bland and Schoenhauer, Student Housing in Canada, pp.12 ff. and 119 ff.

University College are residence facilities of the University, and as such come under the control of the Vice-President Administration, and are served by the same food services organization. However, in view of the intent of University College, the residence and dining service is operated under the supervision of the College Provost while the two residence halls are supervised by the director of residences.

The residence facilities of St. Andrew's College and St. John's College are part of the total operation of these colleges and as such are independent of the university-provided residence facilities. Each college operates its own food services and determines its own rules, regulations, and board and room rates.

In general the quality of accommodation provided is of a high standard with single occupancy rooms predominating except in Taché Hall where the basic unit is the double occupancy room. As the residences and food service facilities are relatively new, all except Taché Hall having been built since 1958, they are in a good state of repair and maintenance. When Taché Hall has been completely renovated it will be in good repair and will provide top quality accommodation except that double occupancy rooms will still dominate as this is a structural feature not subject to economical change.⁴⁹ The food services facilities of St. John's College

⁴⁹ Double room occupancy is not highly valued today, but it is not a serious handicap if an adequate quantity and variety of housing is available so that only those whose needs are well served by double occupancy need accept the accommodation. Further double occupancy rooms are still being built as indicated by the Waterloo Residence, 'Habitat 1969', in which all rooms are doubles. The reaction of some students at Waterloo, who have picketed the construction site, indicates that just because they are being built does not justify or prove a demand for them. However, economy is a factor to be considered and, if the number of double occupancy rooms is not excessive, they are desirable as one of the many types of accommodation required to produce the variety and mix required to serve the needs of a varied student body, see, 'The News Front on Student Residences', Canadian University, October 1968, p.38. In the United States many universities still feel double occupancy and use of bunk beds to be desirable for economy and if not conducive to better student life at least not harmful. Most such accommodation is specifically designed for freshmen (who may be required to live in) and juniors. See brochure, Student Housing at the University of Arizona, (undated handout sheet).

are temporarily located in the basement of the residence. The facilities are serving the needs of the residents, but more adequate space and a better layout are required to raise the level of service to that which is offered throughout the rest of the campus.

Student Dissatisfaction

In spite of the quality of the accommodation provided by the university, the residents have expressed dissatisfaction and discontent with the rules, regulations, and operating policies. The Student House Committees of the halls have met with the Director of Residences and the Vice-President Administration to discuss proposed changes in rules and operating procedures. In Taché Hall, Mary Speechly Hall and University College agreement was reached concerning the introduction of a limited open house or room visitation policy. This policy permits students of opposite sex to visit in student rooms during specific hours. Other requests are being considered which will permit the students greater flexibility and freedom from the restrictive elements of residence living. The removal of maid service, unfurnished rental of rooms, freedom to redecorate, and elimination of curfews for females are a few of the proposals put forth.

It is doubtful if all of the proposals could be implemented within the existing hall structure or if it would be desirable to do so even if physically and economically possible. In fact there are a great many younger students on campus who find halls an adequate, and even desirable form of student living. This is not really surprising since it is with just this group in mind that halls have been designed. In the past halls have served the whole student body adequately only because the students were a rather homogeneous group with common interests and needs. One need only look at the statistics presented in Appendix "A" to realize that today's student body is far from being homogeneous.

Characteristics of Student Body

The great variety of interests of students is obvious from the range of subjects offered by an ever expanding list of faculties. At the same time the variety of needs of the students can be ascertained from the limited list of characteristics which have been analysed. Where yesterday's student was most likely a single male, undergraduate, 17 to

22 years of age, this is certainly not true today. Presently over one-third of the students at the University of Manitoba are females, while more than one-tenth are married and about one-tenth are engaged in graduate studies.

Age Distribution of Students

That today's student is no longer between the ages of 17 to 22 is illustrated in the following table which is based on the 1967-68 registration statistics, University of Manitoba.

TABLE 3-1

PERCENTAGE DISTRIBUTION OF STUDENTS BY AGE

	Under 21	21-25	26-35	Over 35
Full time Undergraduate	39%	45%	9.5%	6.5%
Full time Graduate	---	25%	39%	36%
Residence Students	51%	36%	6%	7%

Based on Appendix Tables A-6 and A-8

The wide range of ages indicated above has very serious implications when considering the type of student accommodation needed to meet the needs and preferences of even a minority of the student body. As well there are the special needs of the non-Canadian students who presently constitute about one tenth of the student body.

The significant feature of the distribution of age for residence students is their degree of correlation with the distribution for full-time undergraduates. Since residence halls are primarily designed to meet the housing needs of out-of-town undergraduates of tender age, it might be expected that by a process of preference and natural selection about four-fifths of residents would be under twenty-one and that the older students would opt for flats or apartments near campus or elsewhere. Since there is

really very little choice of accommodation near campus,⁵⁰ the student must really choose between living in residence or living at an appreciable distance (over three miles) from campus. Thus, in effect, the high percentage of older students, for whom the accommodation was not designed, accounts for much of the discontent and dissatisfaction that exists amongst resident students. At the same time, although they are dissatisfied and would like to live elsewhere, they remain in residence since their desire to be near campus is stronger than their desire for different accommodation with greater freedom of movement. The efforts of this older group of residents to change the nature and regulations of the residence to suit their needs is thus the source of much of the unrest presently found within the residence system of the University of Manitoba. However a change in operation which would serve the needs of the older group may well be a dis-service to many of the younger group.

It appears that since the residence hall system is designed to serve the younger student it should be reserved for this group and different accommodation provided for the older students. In view of the present enrolments and the waiting list of applicants for residence accommodation, there should be no difficulty in filling the halls with a group of students who will be well served by the system thus returning the residences to a state of tranquillity. If this is done an immediate measure of the need for additional accommodation, albeit of a different nature, can be gained from the fact that almost 600 students over the age of 21 who are now living in residence would be seeking accommodation near campus. It is obvious that to be effective any plan to return the residence halls to

⁵⁰There were only 15 apartment blocks in Fort Garry with a total of 329 dwelling units as of 1968. Reid Crowther & Partners, Ltd., Analysis of Apartments in Metropolitan Winnipeg March, 1969 p.62. The figures given in the report are for 1966 but as no apartment blocks were built during 1966-68 the figures are applicable to the 1967-68 figures used throughout the report. Metro building permits show only Southwood Green built between 1965-68 in Fort Garry. Some of these apartments are occupied by students but many are occupied by tenants who are not connected with the University. Even if all were available to students they would be insufficient and the next available location of such accommodation is at least three miles away. See map of Fort Garry - Appendix "E".

those students for whom they were designed must include the provision of a viable alternative for the older resident students who would be displaced.

The Need For A Review Of Residence Policies and Programs

The fact that a move such as has been suggested above, would return the residences to a state of tranquillity and negate the demands for some of the proposed changes, does not mean that the whole question of rules, regulations and operating procedures should not be reviewed. On the contrary, in view of the rapid rate of change in today's society, the extension of university education to all segments of the population and the greater degree of awareness and sophistication of today's students, there should be a periodic review of all residence operating rules and procedures. One question which comes up frequently is the necessity of operating residence hall dining facilities on a contract feeding basis when almost all facilities now operate on a cafeteria basis serving non-residents as well as residents.⁵¹

Thus, in view of the present state of discontent in residence halls, their occupation by students of a degree of maturity for whom they were not intended and the changing character of Canadian society the whole program of provision and operation of residence should be reviewed.⁵² A fresh statement of the University's aims and intentions in providing accommodation is essential. A fresh view of the nature and character of today's student is also needed. Only after the goals of the residence system have been clearly stated, in view of the philosophy of the University and the type of student to be served, can an effective review of the operations be undertaken. A detailed study of the residence aspect of the total student housing program is thus essential to the development of the comprehensive program.

⁵¹For a further discussion of the advantages of variety in housing and feeding arrangements see "Housing Patterns", Dober, The New Campus in Britain, pp.11-15.

⁵²For a guide to the development of an adequate residence program see Riker, College Housing As Learning Centres.

C. OFF-CAMPUS HOUSING

The Existing Situation




A very cursory view of the configuration of the built-up area of Metro Winnipeg and the densities per square mile as shown in figures 3-3 and 3-4 will suffice to convince the reader that the off-campus housing situation is one of very little residential development within walking distance of the campus. In fact the available housing within three miles of campus, as indicated by actual occupancy during 1967-68 term (see Appendix table A-7) is about 1000 in Fort Garry plus 1180 on-campus and 418 in St.Vital. Although St.Vital falls within the three mile radius of the University of Manitoba Administration Building, because of the Red River, it is actually in the four to six miles travel range from the campus centre. Available housing within walking distance is really limited to on-campus residence facilities and about 100 students in King's Park to the south of the campus. This means that about 14% of students are able to walk to classes on the Fort Garry Campus. The remainder are forced to use some other means of transportation.

It might be expected that, in view of the number of students who must commute, there would be a large demand for on-campus parking. However in spite of the absolute number of parking stalls provided (3050)⁵³ in proportion to the number of commuters the figure is relatively low. This is perhaps explained by the cost factor. As most students live well beyond the three mile limit, with better than half being beyond the five mile limit, commuting singly in private cars is very expensive (see Fig. 3-5). Thus where cars are used the normal situation is to develop a car or gas pool so that costs can be shared by three to five students. In view of the high

⁵³R.N.Allsopp, Director of Planning, University of Manitoba, Parking Study. A working paper prepared in June 1969. In 1967-68 there were 1930 parking stalls for a full-time enrolment of 10,101 or one per five students. In 1968-69 the University of Manitoba provided 0.246 car spaces per capita while figures for other campuses were: Simon Fraser 0.435; University of British Columbia 0.370; University of Saskatchewan Regina 0.349; University of Ottawa 0.288. Thus the University of Manitoba figure is surprisingly low for a suburban campus having less than 14% of its student body within walking distance including those in residence. Campus Planning Office studies indicate that about 20% of the University of Manitoba commuters travel by bus.

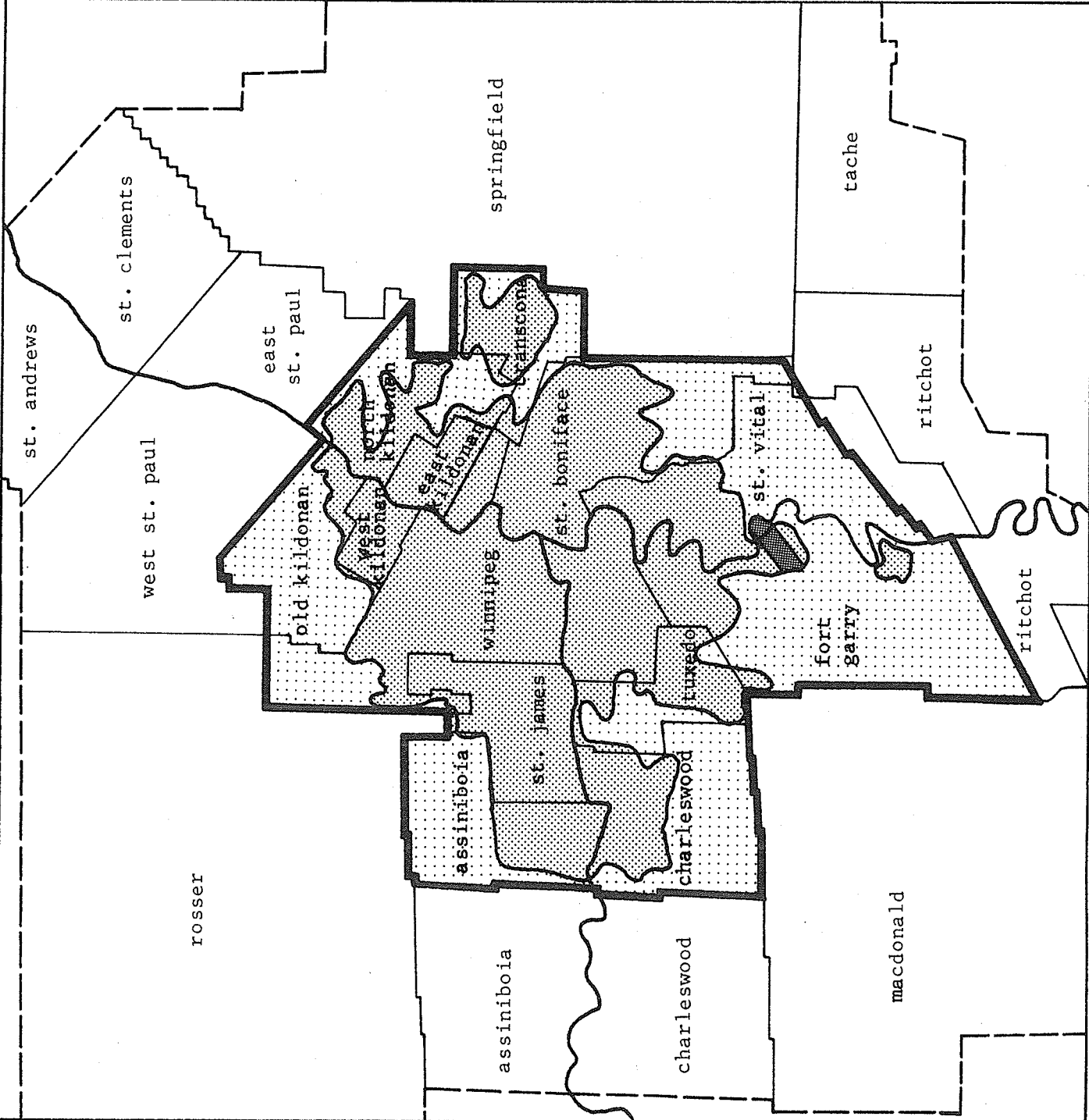
METROPOLITAN WINNIPEG

EXTENT OF DEVELOPMENT 1966

-  DEVELOPED AREA
-  UNDEVELOPED AREA
-  UNIVERSITY OF
MANITOBA
FORT GARRY CAMPUS

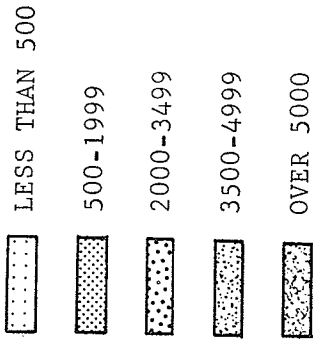
SOURCE:
METRO WINNIPEG POPULATION
REPORT 1966-91

FIG. 3-3



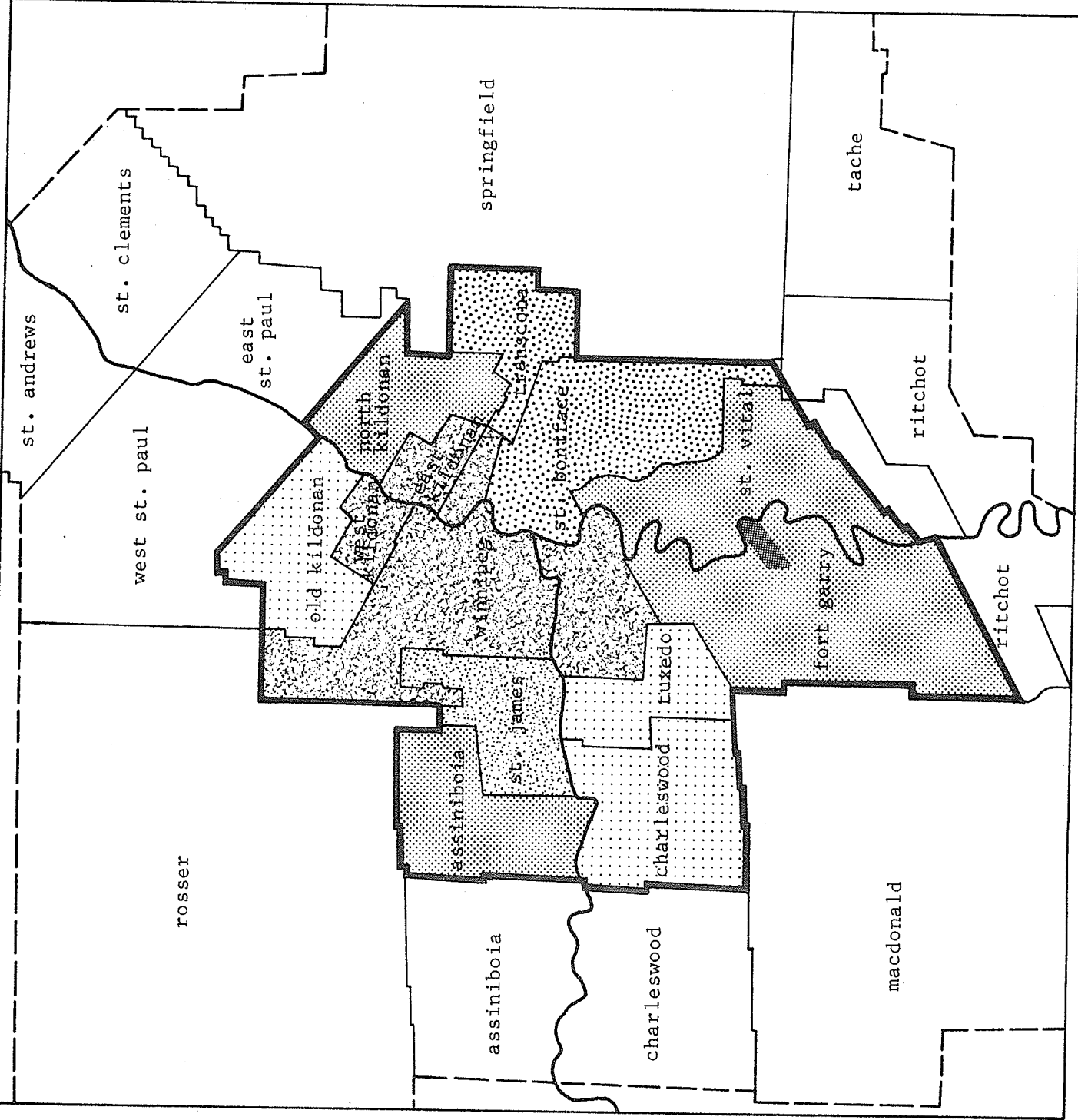
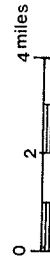
METROPOLITAN WINNIPEG

POPULATION DENSITY BY MUNICIPALITY 1966



PERSONS PER SQ. MILE
SOURCE: METRO WINNIPEG
POPULATION REPORT 1966-91

FIG. 3-4



cost of automobile travel, the good transit service on Pembina Highway and the clustering of students along the bus routes in the Osborne Street and central Winnipeg areas, many students find transit travel their best means of commuting.

As the areas which are adequately served by transit have for the most part reached their capacity in terms of providing student accommodation, and as the rapid increase in enrolment shows no sign of slackening, not only is the off-campus housing situation becoming worse, but the volume of automobile travel is increasing. It is thus becoming not only a long and difficult trip to campus, but it is also becoming difficult to find parking space on arrival.

Distribution of Students

That the students are widely dispersed throughout the Metropolitan area is clearly shown by Fig 3-5. The wide distribution of local residents is to be expected and may not be fully capable of rectification even if it can be proven that such a dispersal seriously inhibits the development of an adequate university environment. The wide distribution of non-Metro students is, however, both surprising and disturbing. Students who travel some distance to attend University are not usually desirous of living at some distance from campus and commuting. In view of the University of Manitoba situation as a suburban campus in a relatively large urban centre, it may be readily accepted that some students would choose to live in or near the city centre and commute to campus. It is difficult to see what attraction living in another suburban area miles from campus has to offer over living in the suburb in which the campus is located. It is therefore assumed that the present distribution of non-Metro students throughout the Metro area is an indication of the lack of existence of any reasonable alternatives in terms of both type of accommodation and cost. The number of older students who accept residence hall accommodation, even though not well suited to their needs and preferences, is taken as a further indication that students are not able to select their accommodation but are forced to accept what is available.

Married Students

The plight of married students is most severe under the above

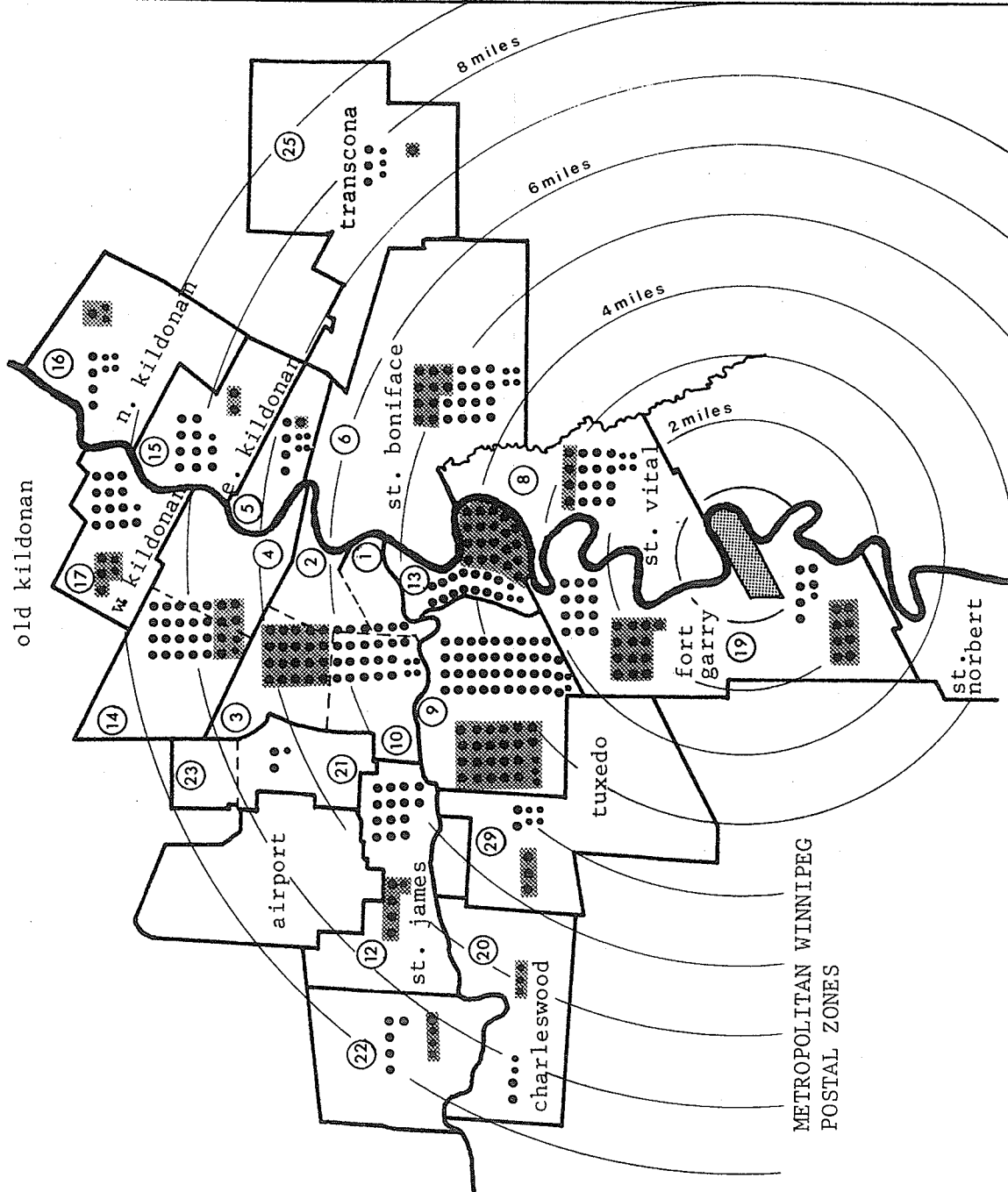
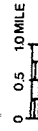
FORT GARRY CAMPUS

RESIDENTIAL DISTRIBUTION FULL TIME STUDENTS

1967-68

- equals 25 students
- equals 5 students
- Metro residents
- Non-Metro residents
- ▒ University of Manitoba

FIG. 3-5



NOTE: The above distribution includes all graduate students since available data did not permit separation by Fort Garry and Downtown Faculties.
Based on Appendix Table A-7. An additional 1087 students lived on campus.

circumstances, as is that of many graduate students who need to be close to campus because of the nature of their program. The situation of the married students has been surveyed in detail⁵⁴ and the analysis of the results indicates that over three-quarters would prefer an on-or-near-campus location while less than one-fifth presently live even within three miles of campus. The preference for apartment type of accommodation and for other forms of multiple family housing, in place of single family dwellings, as expressed in the survey, is a clear indication of the need for a high density residential development on the campus fringe. The study further indicates that just under half of the married students are in the low rental category of less than \$100.00 per month while a third are in the medium rent category of \$100.00 to \$130.00 per month.

An Ideal University Community

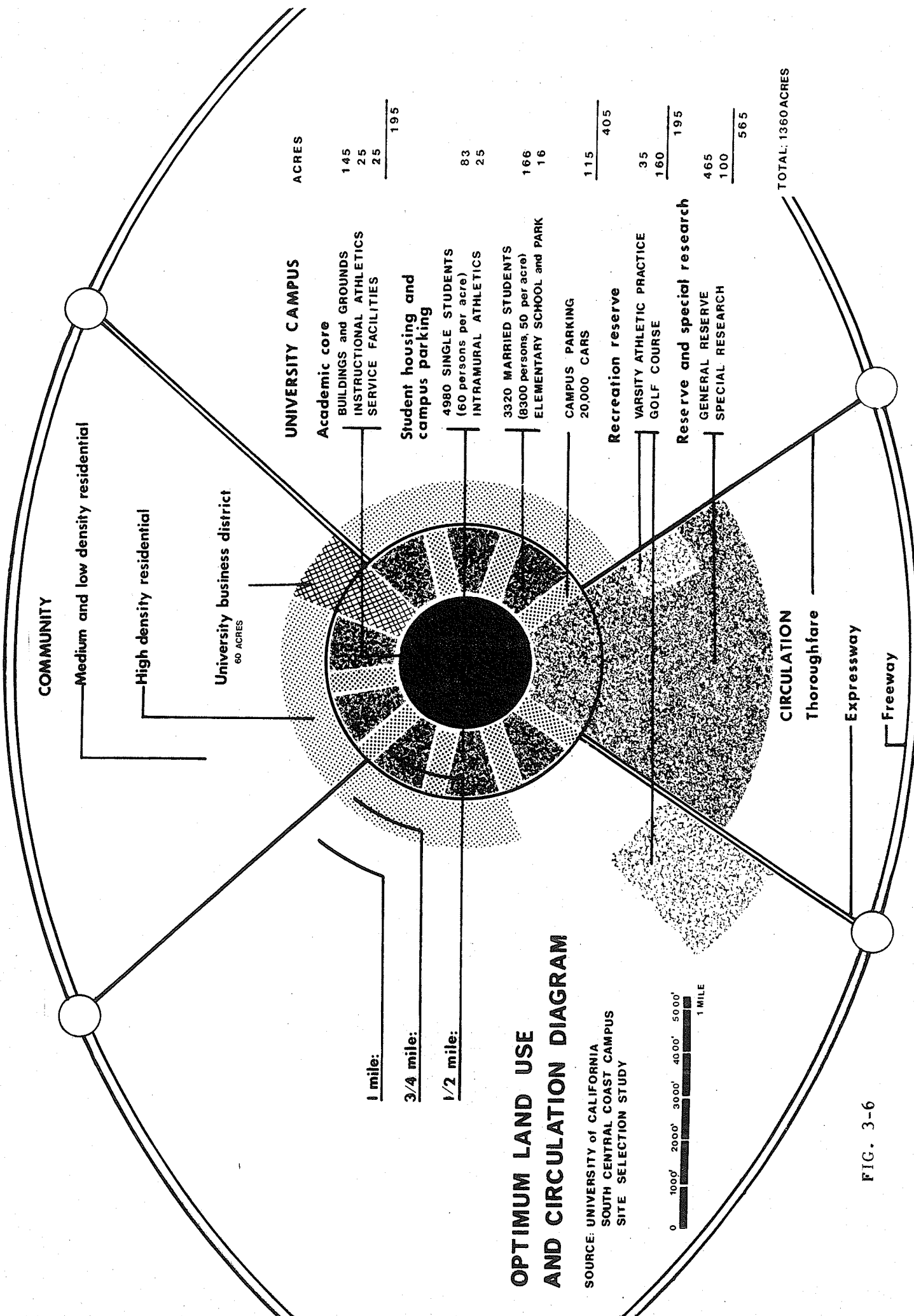
The university of California has undertaken a series of studies concerning campus development. They have made a careful study of existing campuses to determine the level of intellectual stimulation and the physical and social elements which make up the campus environment in order to establish criteria for new campus sites. The nature of the desired university community resulting from these studies is expressed in the following statement:

"The university community should be oriented to the campus. Housing for students and faculty should be located within walking distance because the homes of university people are functionally an extension of the campus. Other essentials of the community are a nearby business district catering to university trade and providing employment opportunities, a variety of community facilities, a beautiful setting, invigorating climate, and freedom from nuisances and hazard."⁵⁵

In order to illustrate the ideal arrangement of the elements of a

⁵⁴The University of Manitoba, Married Students Housing Survey, April 1969. This report presents the results of a survey conducted during the summer of 1968 and is based on 1967-68 registration figures. There were 1550 married students registered at the University of Manitoba in September, 1967; and 1893 in September, 1968.

⁵⁵University of California, South Central Coast Campus. Site Selection Study, p.5.



UNIVERSITY CAMPUS	ACRES
Academic core	
BUILDINGS and GROUNDS	145
INSTRUCTIONAL ATHLETICS	25
SERVICE FACILITIES	25
<hr/>	
Student housing and campus parking	
4980 SINGLE STUDENTS (60 persons per acre)	83
INTRAMURAL ATHLETICS	25
<hr/>	
3320 MARRIED STUDENTS (8300 persons, 50 per acre)	166
ELEMENTARY SCHOOL and PARK	16
<hr/>	
CAMPUS PARKING 20,000 CARS	115
<hr/>	
Recreation reserve	
VARSITY ATHLETIC PRACTICE	35
GOLF COURSE	160
<hr/>	
Reserve and special research	
GENERAL RESERVE	465
SPECIAL RESEARCH	100
<hr/>	
	565

TOTAL: 1360 ACRES

OPTIMUM LAND USE AND CIRCULATION DIAGRAM

SOURCE: UNIVERSITY OF CALIFORNIA
SOUTH CENTRAL COAST CAMPUS
SITE SELECTION STUDY

1 mile:
3/4 mile:
1/2 mile:



FIG. 3-6

campus, and its surrounding community, a diagram of optimum land use and circulation was prepared (see Fig. 3-6). The diagram shows the academic core surrounded by university-owned student housing, parking areas, a reserve and special research area, and a local business district. The important feature of this presentation is that; the academic core, housing for 4980 single students and 3320 married students including intramural athletics, an elementary school, and a park as well as parking for 20,000 cars is provided within a little over a half-mile radius of the campus centre.

For the University of Manitoba to satisfy this ideal, proportionate to its projected enrolment of 17,000 by 1975-76, it would require housing for 3400 single students and 2260 married students within about one half-mile or a 12 minute walking distance of the campus centre. As there is only accommodation now for 1200 single students on campus, a total of 2200 single students and 2260 married students would have to be provided for by new construction over the six year period to 1975.⁵⁶

A further feature of the ideal campus is that high and medium density residential developments are located adjacent to the campus ring such that an additional 15,000 persons would live within a 16 minute walk of the campus. These residential areas in combination with the university housing are projected to accommodate 60% to 70% of the student body. This compares to the present Manitoba situation of less than 20% of students within a three mile radius of the campus centre.

It should be noted that the Manitoba climate is much harsher than that of California and a 16 minute walk during the winter would not be acceptable unless some form of weather protected approach were provided. However, even if many students were to drive, the provision of 20,000 parking stalls against an enrolment of 25,000 would appear adequate even

⁵⁶The diagram is based on the assumption that one-third of students will be housed on-campus, while present policy at larger institutions is to house about one-fourth of the student body. Using the one-fourth standard the University of Manitoba would require housing for 2550 single students and 1700 married students. The proportion of married students is high in relation to the present situation but the figures serve to illustrate the magnitude of the problem. It should be noted that the figures for housing assume a substantial commuter load with the local community absorbing a further substantial proportion of the students. Site Selection Study, p.75.

taking into consideration the need for faculty and staff parking.⁵⁷

Other Universities And Housing

The situation at the University of Manitoba is that the majority of its students suffer housing conditions well outside the limits of the ideal. At the same time there is less concern here than at those universities where the minority live in less than ideal conditions. The concern of other institutions can be ascertained from their projected building programs.⁵⁸ Several cases can be cited from the point of view of the needs of married students. The University of British Columbia provides married student housing in Acadia Camp and in a new project, Acadia Park. The University of Alberta, Edmonton provides married student housing in Michener Park where 300 units of a 600 unit complex are now in operation. The University of Saskatchewan (Saskatoon) has under construction a three tower complex which will provide accommodation for a total of 600 students both married and single. In contrast, at this time, the University of Manitoba has no proposal for meeting the needs of married students although a study of the problem has been undertaken.

The off-campus housing arrangement at the University of Manitoba has been one of live at home, seek accommodation using the University listing service, or exercise personal initiative. It must be admitted that when the condition of lengthy commuting is accepted this system works quite satisfactorily. However with the growth in graduate student enrolment, there is appearing on campus a group of students who are acquainted with other more satisfactory situations, and the acceptability of lengthy

⁵⁷ A discussion of location of housing, travel modes and times and their relationship to student choice at three Canadian universities is given in Pendakur and Dempsey, "How Students Choose Housing", Canadian University, February 1969. The article provides an indication of the nature of the housing situation at: University of British Columbia, Simon Fraser and University of Alberta.

⁵⁸ See, "The Great Building Boom", Canadian University, May 1968, p.42. The table shows 32 residence projects totalling over 80 million dollars which were under construction or scheduled to start before June 30, 1968.

commuting is being questioned. At the same time due to the general increase in enrolments the situation is getting worse. Students are competing with low income families for the limited supply of low cost housing available within the Metro area.

Student Initiative in Housing

Over the past few years, students have attempted to take the initiative in improving the situation. In 1966 the Manitoba Student Co-operative Housing Association was formed and received the support of the University of Manitoba Students' Union at a meeting on April 3, 1967.⁵⁹ The Co-op presently operates two facilities; one at 181 King's Drive housing up to 14 female students, and one at 210 Evanson Street (The Madison House) which provides accommodation for about 100 students either male or female. The Co-op has a development committee which has proposed the construction of additional housing near campus. It is unlikely that any immediate results will be forthcoming. As the present facilities involve co-operative living as well as co-operative ownership, it is difficult to maintain a suitable training program leading to additional growth under conditions of rapid turnover of membership. Also the location of the Madison House is not conducive to growth as it is too distant from campus. Under these circumstances the residents move to other accommodation when the opportunity presents itself. If the location were more suitable, the duration of tenancy would increase providing an opportunity to develop a stronger organization.

A second Co-op was formed in February, 1969 under the title of College Housing Co-operative Limited. Its immediate aim is to provide accommodation primarily for married graduate students, but it proposes a wider base as the organization acquires strength and experience through the provision of married student housing. The College Co-op has done a great deal of ground work since its inception and is presently negotiating a major development. If it receives the support required to establish itself as a significant force in the student housing field, it will be able to relieve

⁵⁹The University of Manitoba Students' Union, Housing Study Report, February, 1968 p.36. Known as the "Green Cover Report."

the present pressure on the student housing market.

As a result of student initiative and increased need, a more extensive housing list system is under development. For many years the University has provided the listing service through the Office of the Director of Residences. However in 1968, after much controversy over double lists and discrimination plus lack of inspection for quality, the Students' Union decided to enter the picture. Due to limited resources and lack of organization, the whole effort was less than successful. Beginning with the fall of 1969, the housing list service will be a joint effort of the University and the students. The service will operate from the Office of the Director of Residences as in the past, but with the cooperation of the UMSU Housing Commission in setting up the system and maintaining contact with student needs and priorities. The benefits of computerizing the service are under consideration as a means of improving the quality and speed of service to the student as well as providing accurate information on placements and remaining vacancies. Although the off-campus housing situation is far from the ideal, efforts are underway to improve conditions both from the point of view of efficient utilization of existing housing stock and the provision of new housing stock. It is expected that present planning and action will at least keep pace with the increase in enrolment.

CHAPTER IV

PROJECTION OF HOUSING REQUIREMENTS

In order to project adequately the housing requirements of the student body of the Fort Garry Campus, it is necessary to consider the potential enrolment which might develop over the projection period. Given the present rapid rate of growth in enrolments at Canadian Universities and Colleges, the provincial control of education resulting in a considerable variety in organization and policy, plus the relatively recent development of interest in obtaining refined projections of enrolments, it is very difficult to obtain strictly comparable data on which to base trend developments. It is only in the past few years that common standards of reporting statistics for making projections have been adopted. There are still problems as to what is meant by University and College enrolment when Technical and Vocational Schools or Institutes, Schools of Nursing, and Teachers Colleges also draw their enrolment from the same segment of the population -- namely secondary school graduates.

Most Provinces have now transferred all teacher training to the universities and colleges. This occurred in 1965 in Manitoba and resulted in an increase in full-time university enrolment from 6329 in 1964-65 to 7847 in 1965-66 for the University of Manitoba alone. The above increase of 1518 greatly exceeds the previous four year average of 415 students per year. There is presently under consideration the proposal to place all nursing education under the universities which further complicates projections for it is difficult to include the effects of such policy changes in enrolment projections. A further complication in attempting to compare projections and statistical data from different sources is that some are still using the definition of universities and colleges for higher education, while others are moving towards the definition of all education of a formal nature for which senior matriculation is a prerequisite.⁶⁰

⁶⁰ A further complication in preparing projections is that some

Participation Rates

The standard being used by the Association of Universities and Colleges of Canada, the Dominion Bureau of Statistics, and most other bodies concerned about higher education enrolment projections is the 'participation rate'. The participation rate is a standard based on the assumption that the 18-21 year age group and/or the 18-24 age group represent the university attendance age group adequately to serve as a base for the purposes of calculating the rate of attendance at universities in relation to the size of the population. That is to say, the participation rate is calculated by comparing the attendance at university on a full-time basis with the population between 18-21 and 18-24 and expressing the result as a percentage.⁶¹

The 18-21 year age group was used originally but with the increase in enrolment in graduate schools, and the large percentage of returning students, the 18-24 age group is more realistic.⁶²

As the Technical Vocational Schools enrol from the same population group as do the universities and colleges, and as they are growing rapidly, they should be taken into consideration in making projections of university and college participation rates. Hence the second of the above definitions for developing statistics on higher education is gaining favour. In view of the dangers of comparing statistics developed from differing definitions or bases, the next few years will be very critical in the development of provincial and individual institutional enrolment projections.

universities still accept Junior Matriculation for entrance while others have recently adopted Senior Matriculation as the minimum entrance requirement. The change from Junior to Senior Matriculation as the minimum entrance requirement was effected in 1964 at the University of Manitoba.

⁶¹See E.F. Sheffield, Enrolment in Canadian Universities and Colleges to 1976-77 (1966 projection) for a complete discussion of participation rates for Canada with reference to the United States and for projections of participation rates for Canada based on both age groups.

⁶²Fig. 4-1 shows the distribution by age of full-time students registered at the University of Manitoba in 1967-68. The under 21 group is less than 40%. Thus 18-24 has been adopted for participation rates.

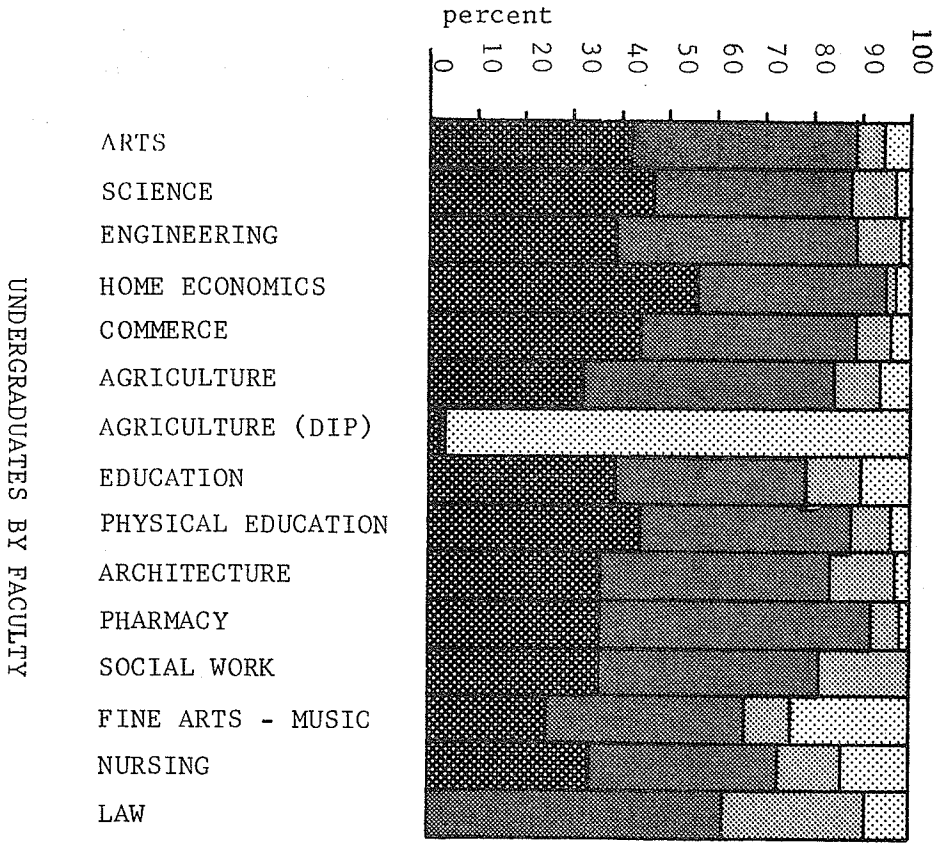
Projection of Fort Garry Campus Enrolments

In developing the enrolment projections for the University of Manitoba, Fort Garry Campus, the various methods of projection available have been reviewed, as have the past projections. In view of the effects of policy decision on enrolments in various courses and faculties, it has been discovered that whether a very complex formula is used or whether a graphic projection is used, the results have about the same range from low to high and about the same degree of accuracy. Thus having compared the validity of the various methods of enrolment projection using University of Manitoba data, for which past projections were available,⁶³ it was decided that a straight line graphic projection would be used in projecting the growth in enrolment at the Fort Garry Campus. No previous projections for the Fort Garry Campus were discovered, but enrolment data beginning with 1960-61 was obtained and is presented in Appendix tables A-1 and A-2 with percentage calculations added to show the increase in full-time female attendance and the changes in part-time enrolments. The full-time enrolments have been projected on a low growth rate which starts with 1960-61 and a high growth rate which starts with 1963-64. The low projection is merely based on the extension of the readily available data which started in 1960-61. However as the rate of increase in enrolment has risen sharply in the past years, the projection from 1963-64 represents a much closer approximation to the current trend in enrolments.

Table 4-1 gives the enrolment projection for Manitoba as prepared by the Economic Consultative Board;⁶⁴ the low and high projection for the Fort Garry Campus from the graph (Fig. 4-2); and projections for other institutions which compose the Manitoba projection. Totals for Manitoba using the low and high projections are given for 1969-70 and 1975-76.

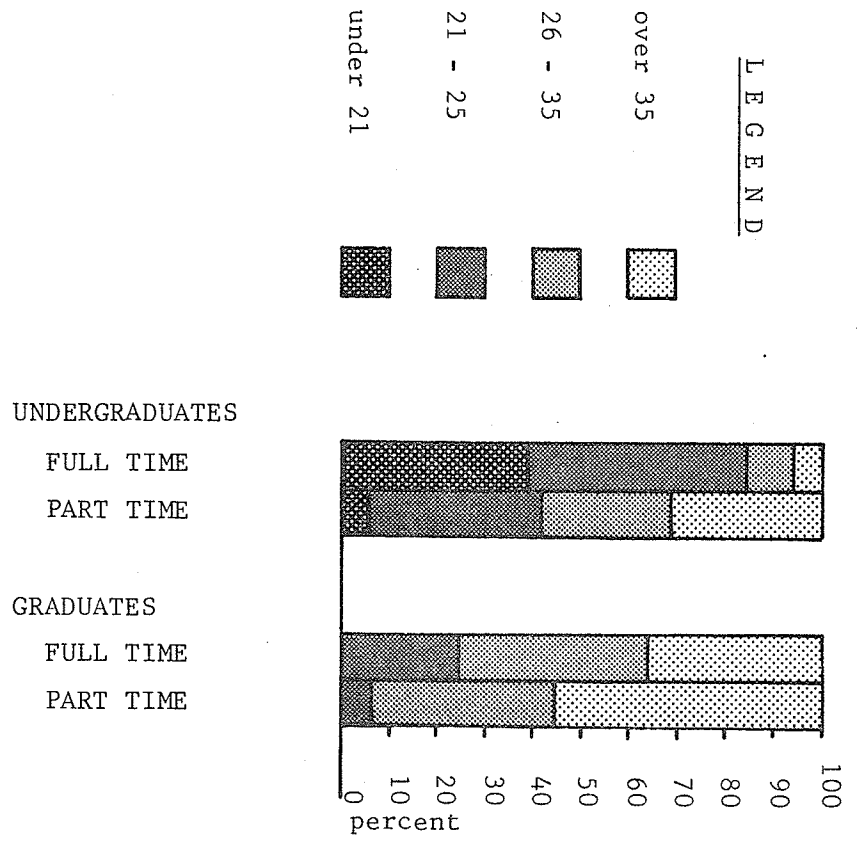
⁶³Past projections for University of Manitoba are tabularized and presented in the Green Cover Report on Housing prepared by the University of Manitoba Students' Union. For a more detailed discussion of various methods of projecting enrolments see the report on enrolments for the University of Manitoba prepared by Professor Paul for the Academic Planning Task Force. For more information on the use of participation rates as a means of projecting enrolments see Sheffield, op.cit., and Manitoba Economic Consultative Board, Fifth Annual Report.

⁶⁴Manitoba Economic Consultative Board, Fifth Annual Report, p.65.



UNDERGRADUATES BY FACULTY

Fig. 4 - 1



UNDERGRADUATES

GRADUATES

percent

These totals are slightly under the Board projections for 1969-70 but bracket the projection for 1975-76 giving an average of 23,520 for the province as opposed to the 23,800 projected by the Board. In view of the past record of enrolments, exceeding even the most daring projections and the current feeling that even the present projections are on the conservative side, it is very likely that the high projection will be reached.⁶⁵

A further policy decision which could affect the enrolment of the Fort Garry Campus is the placing of a ceiling on enrolment for the campus. As the suggested ceiling has been around 18,000 - 20,000, this would not affect the current projection from the point of view of exceeding the possible ceiling. It may however affect the projection if the decision to place a ceiling on the campus results in plans to begin developing another campus before the end of the projection period. For the purposes of the following discussion, it is assumed that such a decision, if taken, will not appreciably affect the enrolment of the Fort Garry Campus. Any such affect is assumed to be within the range of the high and low projections.

Several other enrolment trends are also significant. The percentage of females and of graduates attending university is increasing as shown in Appendix tables A-1 and A-2. The percentage of married students is also increasing. The increase in married students is closely related to the increase in graduate enrolment. Since just under half of all Manitoba graduate students are married, any increase in graduate students produces a relative increase in the percentage of married students attending the University.

Graduates As A Percentage Of Undergraduates

In considering the validity of the straight line projection, a check of full-time graduate to undergraduate enrolment is useful. Illing and Zigmond predict the following values for full-time graduates as a percentage of full-time undergraduates.⁶⁶

⁶⁵For a detailed discussion of the likely validity of the projected participation rates see; Fifth Annual Report, Manitoba Economic Consultative Board, p. 68.

⁶⁶Illing and Zigmond, Enrolment in Schools and Universities 1951-52 to 1975-76, Economic Council of Canada, Staff Study #20, p.50.

FORT GARRY CAMPUS
PROJECTION OF ENROLMENTS

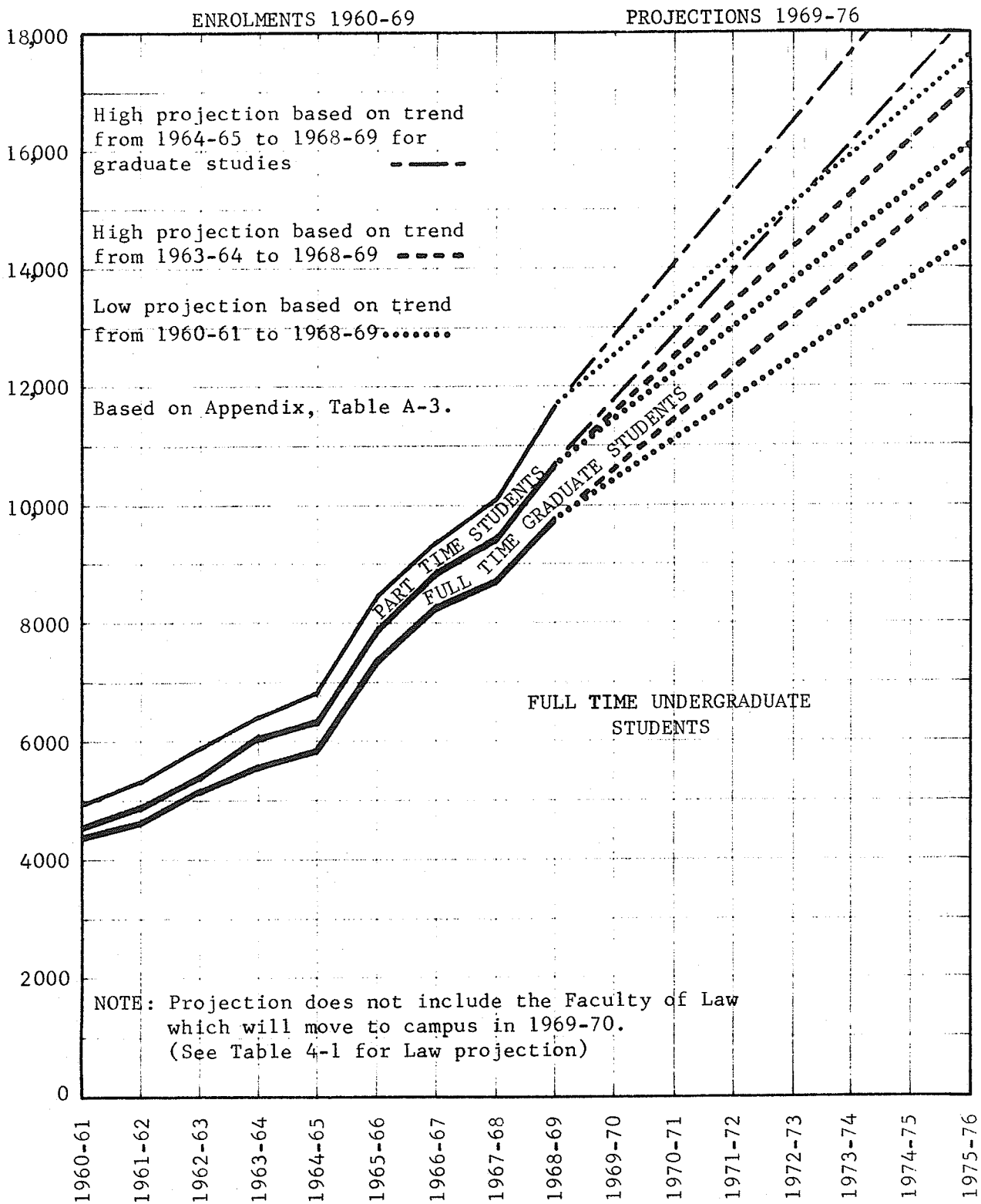


FIG. 4-2

TABLE 4-1

FORT GARRY CAMPUS - PROJECTION OF ENROLLMENTS

Full time students only with Manitoba comparisons

(a) Year	(b) full time ¹ Manitoba U. & Coll. attendance	(c) Univ. of Manitoba ² Fort Garry Campus Projection By Graph LOW	(d) Univ. of Manitoba ² Fort Garry Campus Projection By Graph HIGH	(e) Law ³	(f) Univ. of Brandon	(g) Univ. of Winnipeg	(h) Univ. of Manitoba off campus	(i) Total full time Manitoba
1960-61	6252	4567	4567	100	242	896	408	
61-62	6947	4886	4886	118	280	1117	453	
62-63	7741	5411	5411	122	353	1225	482	
63-64	8802	6039	6039	138	388	1445	588	
64-65	9172	6318	6318	190	400	1452	590	
65-66	11069	7821	7821	175	670	1471	703	
66-67	12400	8844	8844	182	---	---	756	
67-68	13700	9420	9420	158	832	2116	824	13350
68-69	15100	10656	10656	194	1014	2317	831	15012
69-70	16600	11350	11550	220	1150 ⁴	2700 ⁴	850	L16270 H16470
70-71	18100	12150	12450	255				
71-72	19500	12900	13400	290				
72-73	21000	13675	14300	320				
73-74	22100	14225	15150	340				
74-75	22800	15200	16150	360	1680 ⁴	3665 ⁴		L22970 H24070
75-76	23800	16000	17100	375	1745	3890	960 ⁵	average 23520

(b) same as column

NOTES TO TABLE 4-1

1. Source; Manitoba Economic Consultative Board, Fifth Annual Report, Winnipeg, Manitoba, June, 1968, Table C-1, p.65.
2. Actual enrolment figures are from records of the Registrars' Office as prepared by Mr. C. Mills, Statistician, for Mr. W. Dodge, Larry Smith Consulting Limited. Projections are from graphs in FIGS. 4-2 and 4-3. The graphs provide a straight line projection of the low trend from 1960-61 to 1968-69 and the high trend from 1963-64 to 1968-69.
3. The enrolments for Law are from records of the Registrar's Office and are given separately as Law will be moving to the Fort Garry Campus during 1969 and will therefore have to be considered in the housing requirements of the Campus. The projection of enrolments has been made by the author based on the assumption of a high initial growth which will taper off as the new facilities approach capacity.
4. The projections for the Universities of Brandon and Winnipeg for the years 1969-70 and 1974-75 were obtained from Dr. D. Chevrier, University Grants Commission, during a telephone conversation of May 30, 1969. The 1975-76 enrolments are an extension of the above projections.
5. The very low projection for the off campus faculties and the St. Boniface College is based on their past growth rate and the limitation of present physical facilities. No attempt has been made to predict the possible effect of the proposed Medical Centre Project, as announced by Past Premier Duff Roblin, or of the possible increase in professionalization of Nursing. If the Medical Centre Project proceeds during the period of the projection and if Nursing is transferred entirely to the University this would have significant implications for the level of enrolment in these faculties. When decisions are forthcoming on these changes their implications for housing at the Fort Garry Campus will have to be considered and added to present projections.

TABLE 4-2

GRADUATE TO UNDERGRADUATE PERCENTAGES

Canada	Men	Women	Both Sexes
1965	11.1	5.0	9.1
1970	15.0	7.0	11.8
1975	17.5	8.1	13.5

University of Manitoba Fort Garry Campus	Men	Women	Both Sexes
1965	9.3	2.7	6.9
1970			10.6 Based on high pro- jection for
1975			12.6 graduates and low projection for undergraduates (see Figs. 4-2 and 4-3).

The above graduate to undergraduate rates are based on the Fort Garry Campus only. As all graduate study for the province is presently conducted at the University of Manitoba comparison with total provincial enrolment is probably more comparable to the method used in obtaining the Canadian figures. On this basis the ratios would be as follows:

TABLE 4-3

MANITOBA GRADUATE TO UNDERGRADUATE PERCENTAGES

Province of Manitoba	Full-time Graduates	Full-time Undergraduates	Graduates as a Percentage of Undergraduates
1965	525 ¹	10,315 ¹	5.1%
1970	EST 1250	MECB 18,100 PROJ <u>-1,250</u> 16,850	7.4%
1975	EST 2000	MECB 23,800 PROJ <u>-2,000</u> 21,800	9.2%

1. During 1965-66 the University of Manitoba included Brandon College and United College (now Universities of Brandon and Winnipeg). Thus the University of Manitoba enrolments were Provincial enrolments.

FORT GARRY CAMPUS
PROJECTION OF GRADUATE ENROLMENTS

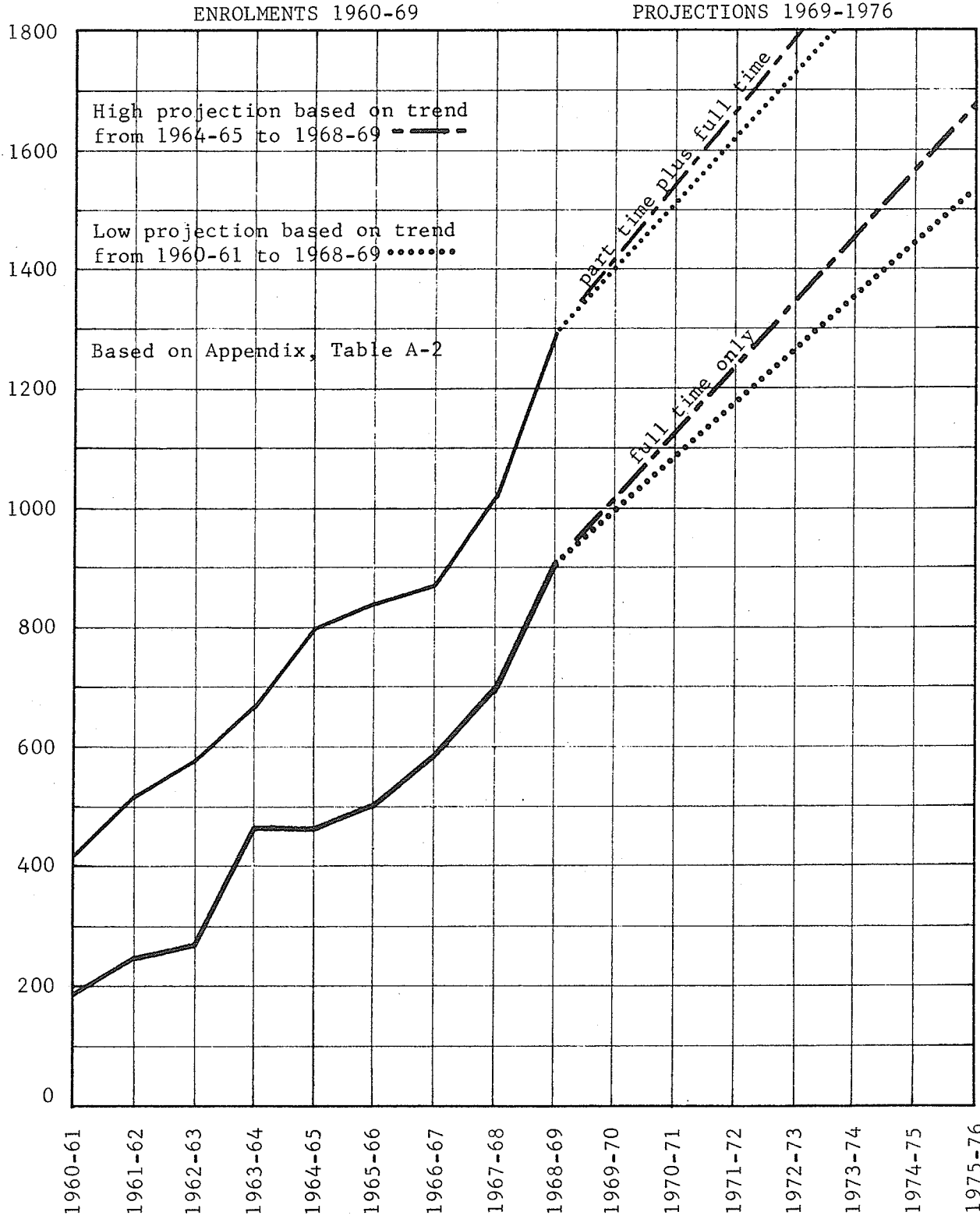


FIG. 4-3

On the basis of the above projections and the resulting percentages, the figures for Manitoba are 55% of the Canadian average for 1965; 63% for 1970 and 68% for 1975. As the projections for graduate studies consider only the University of Manitoba, and as it is likely that the University of Brandon and University of Winnipeg will have limited graduate programs by 1975, the 68% figure is likely short of the actual value so that detailed provincial projections would likely show an increase to about 70% of the Canadian average. It can be seen that the graduate studies projection is very conservative based on the expected Canadian average. If the present rate of growth is sustained the increase in graduate students will likely result in enrolments exceeding the present aggregate projection of 16,485 full-time students. Thus housing needs based on this enrolment projection will tend to be on the conservative side.

Projection of Student Housing Requirements

The projected requirements for new student housing based on the above enrolments are shown in Fig. 4-4 and Table 4-4. It is quite conceivable that all of these students could be accommodated by the private market if the whole of the Metropolitan area is considered as part of the academic community. However in view of the need for a more concentrated university community and the high cost of commuting, in terms of both time and money, as well as student preference, the suburban areas have been classed as unsuitable for student housing. Thus the projected requirements are based upon the minimal needs for student housing in the immediate area of the campus.

Land Required for Housing

The total amount of land required for housing depends upon three factors -- the number to be housed, the marital and family status of those to be housed, and the accepted density for each group to be housed. In general, single family densities average four to six dwelling units per gross residential acre while row-housing gives ten to twenty dwelling units per acre and apartments from thirty to one hundred units per acre,

PROJECTION OF STUDENT HOUSING REQUIREMENTS

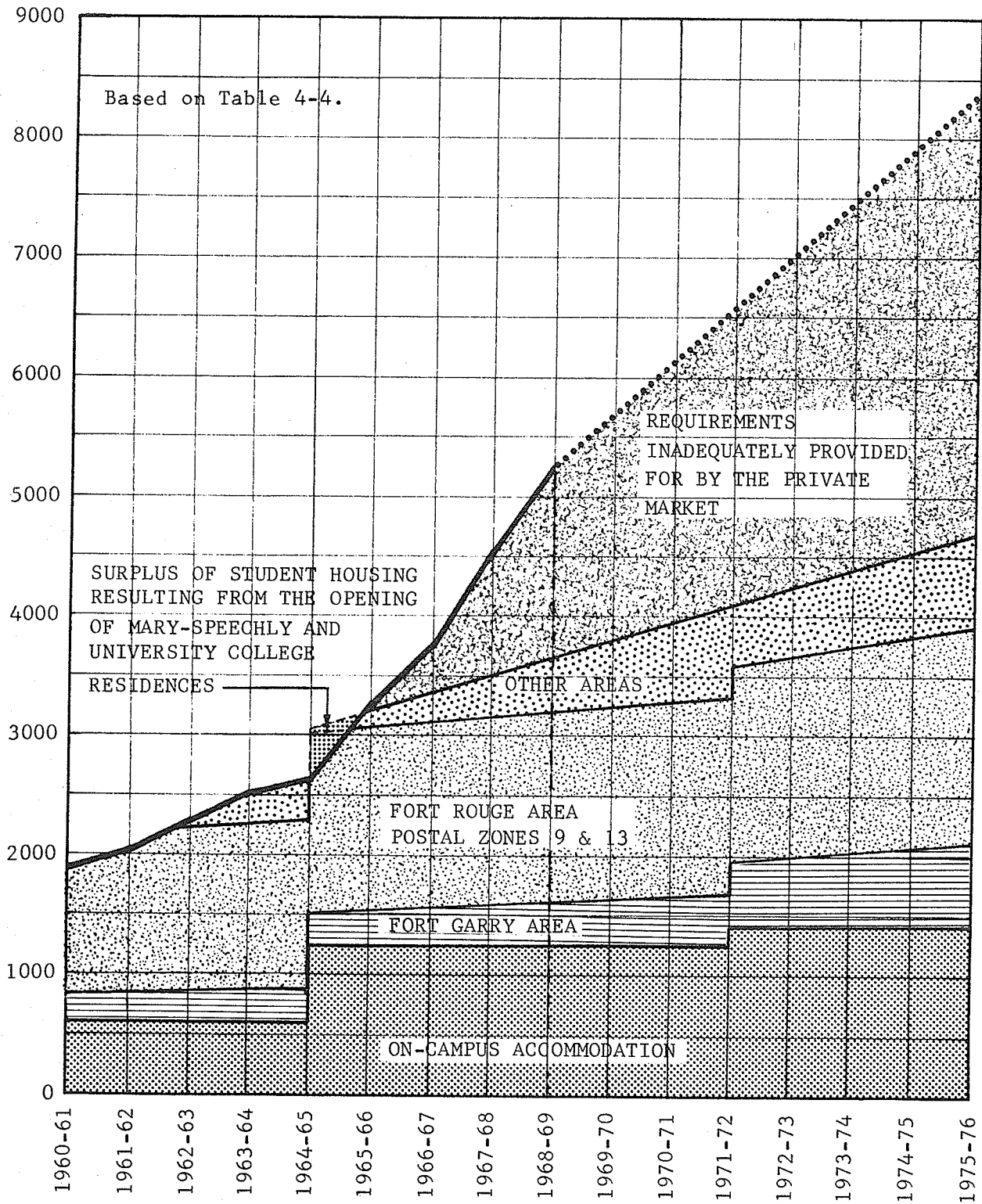


FIG. 4-4

TABLE 4-4

FORT GARRY CAMPUS - PROJECTION OF HOUSING REQUIREMENTS TO 1975-76

Using low graph projections for undergraduates
and high graph projections for graduates

Year	(a) Full time undergrad low proj.	(b) Full time grad high proj.	(c) Total	(d) Married students	(e) Single students	(f) Single ⁴ Non-Metro residents	(g) Total housing req't (d)+(f)	(h) Housed in resi- dence	(i) Adequately housed by private market	(j) Total new housing req'd	(k) Married student housing req'd
1960-61	4376	191	4567			42% of (e)	1920 ⁵	609	1311		
61-62	4636	250	4886				2050	609	1431		
62-63	5142	269	5411				2270	609	1661		
63-64	5576	463	6039				2530	609	1921		
64-65	5854	464	6318				2620	1197	1423		
65-66	7318	503	7821				3280	1197	2083		
66-67	8261	583	8844				3710	1180	2530		
67-68	8723	697	9420	1021 ²	8399	3520	4541	1180	2361 ⁶	1000	600
68-69	9750	906	10656	1240	9416	3960	5200	1180	2500	1520	725
69-70	10420 ¹	1040	11460	1450	10010	4200	5650	1180	2600	1870	870
70-71	11355	1180	12535	1650	10885	4550	6200	1180	2700	2320	990
71-72	12090	1310	13400	1840	11560	4820	6660	1380	2800	2480	1100
72-73	12770	1440	14210	1990	12220	5130	7120	1380	2900	2840	1190
73-74	13440	1580	15020	2100	12920	5420	7520	1380	3000	3140	1260
74-75	14160	1705	15865	2200	13665	5730	7930	1380	3200	3350	1320
75-76	14825	1840	16665	2270 ³	14395	6040	8310	1380	3400	3530	1360

NOTES TO TABLE 4-4

1. Projection figures from 1969-70 to 1975-76 include the Faculty of Law which will be moving to campus in the Fall of 1969.
2. During 1967-68, 49% of full time graduate students were married while only 8% of full time undergraduates were married. (See Married Students Housing Survey, Appendix 'B')
3. As enrolments increase it is likely that the percentage of married graduates will decrease slightly to 45% while the percentage of married undergraduates will increase slightly, with more returning students and longer courses, to about 10%. The projection of 2,270 married students by 1975-76 is based on these assumptions.
4. The Registrar's Report , University of Manitoba, Distribution According to Geographic Locations for Full Time Students, for December , 1966, 1967, and 1968 indicate that 57.7%, 59.5% and 57.9% respectively of students are from Metropolitan Winnipeg. Thus the single Non-Metro student population has been calculated on the basis of 42% of total single student enrolment. In the future this figure could well be too low if the University of Winnipeg attracts mainly Winnipeg residents and if rural participation ratios become more comparable to the present urban ratios for both undergraduate and graduate attendance.
5. The 1960-67 figures are 42% of Column (c) since data on married students are not available for the years prior to 1967-68.
6. The 1967-68 private market is considered to have been saturated within the range of acceptable commuting distance and quality of accommodation with about 1000 students inadequately housed as indicated by the 500-600 older students living in residence and the needs of married students. See Fig. 3-5 for the distribution of non-resident students throughout the North, West, and East fringes of the Metro Area.
7. The requirements for married student housing have been based on 60% of the full time married student enrolment. It is assumed that the remaining 40% will be adequately provided for by the private market. The above proportion will **result** in 910 married students having to be accommodated by the private market in 1975-76. This represents a situation very little better than the present unsatisfactory situation since few of the students will be able to afford the rents that will be charged for any new private developments, if present rates are any indication. All full time married students have been considered in developing the basic housing requirements since residents of the Metro Area must also seek accommodation. Very few married students live with their parents; this, however, is the basic assumption regarding single students who are Metro residents.
8. Part time students have not been considered above, but it should be noted that there could well be about 800 to 1000 part time students also competing for accommodation near campus.

depending on whether low rise walk-up or high-rise elevator structures are used, and on the floor area ratio permitted.⁶⁷ It is apparent that the density in persons per acre will further vary according to the size of the units and their design capacity as well as the actual occupancy. In Metro Winnipeg the average number of persons per dwelling is 3.5 while in Fort Garry, it is 4.0 and in St. Vital 3.7.⁶⁸ These variations are representative of the proportion of single family dwellings and the number of apartments in each area.

Apartments, because they are designed primarily for non-family households and families without children, or with relatively few children, can provide a greater number of units per acre without appreciably increasing the density in persons per acre. Also where adults are to be accommodated less play and recreational space is required thus permitting a further increase in density.

In a university environment, it is desirable to have as many people as possible in close proximity to the academic core in order to increase the ease of participation in the activities of the academic community. Since there is presently no medium or high density residential development near the Fort Garry Campus priority is to be given to intensive land use in the development of student accommodation.

The families of married students are relatively small, 1.33 children per family, and the children are relatively young, 19% under one year of age.⁶⁹ It is therefore possible to accommodate them in reasonably dense multiple family dwellings without producing an unbearably high density in terms of persons per acre. It is accepted that, since a relatively high density of accommodation is both possible and desirable, married students

⁶⁷The floor area ratio is the ratio that results when the gross useable floor area of the building is divided by the gross square footage of the site on which the building is to be constructed. The ratio is a zoning control which permits flexibility of design while still controlling final density. The floor area ratio varies according to the nature of the development that is desired on any given site as indicated in the area development plan for Metro Winnipeg.

⁶⁸Metropolitan Winnipeg Population Report 1966-91, p.68.

⁶⁹Married Students Housing Survey, Table 1, p.16.

with children should be provided for in housing tracts of about twenty dwelling units per acre.

Since both single students and married students without children can live at a somewhat higher density, a basic figure of fifty dwelling units or 100 persons per residential acre will be used for planning purposes. Some students will prefer a higher density while others will prefer a lower density thus the figure of fifty units per acre represents an average with actual site densities being based on the location of site, the suitable site density (in accordance with cost of land, accessibility by all modes of travel, location in relation to the University), and availability of community services such as shopping, schools and recreation.⁷⁰

In view of the preceding information and assumptions, land requirements for student housing based on low projections for provision within the campus environs by 1975-76 are:

a) Married students with children		
800 units at 20 units per acre		40 acres
b) Married students without children		
560 units at 50 units per acre		12 acres
c) Single students		
2200 students at 100 students per acre		<u>22 acres</u>
	Total	74 acres

No breakdown by male and female has been included because, aside from the existing traditional residence accommodation, no arrangements for specifically male and female facilities is projected. For both married and single students, apartment type of accommodation is recommended providing a high degree of flexibility in the occupancy of the units by students who are married or single, males or females. It is proposed that in any group of units there will be some apartments occupied by males and some by females. It is not thought that any single student apartment would be occupied by both sexes although this is possible where several brothers and sisters are attending university and wish to remain as a family unit.

⁷⁰The non-family density of 100 persons per residential acre, used in this thesis, is a desirable average. Densities of 200-300 persons per net acre are however, both possible and in some cases desirable depending upon the site and provided that the neighborhood density is not greater than 100 persons per gross acre.

CHAPTER V

APPROACHES TO THE PROVISION OF ADEQUATE HOUSING

The various housing systems used in accommodating university and college students have been discussed in Chapter Two. In general four distinct systems can be isolated. These are the College System, the Hall of Residence System, the Academic Community within the University Town System, and the Independent Housing Arrangement System. There are a few relatively pure examples of each system, but as the systems are not mutually exclusive, elements of several of the above systems are found at most universities. Thus, there is a fifth system which is a combination of the above or a Hybrid System. This, in fact, is the housing system presently in existence at the University of Manitoba.

On the Fort Garry Campus the University College Complex is an element of the College Housing System, as are the residences of St. Andrew's and St. John's Colleges. Taché and Mary Speechly Halls are elements of the Halls of Residence Housing System, while the plight of the non-resident students, who are unable to live in residence or obtain assistance through the Housing Placement Service, is an element of the Independent Housing Arrangement System. The system not truly represented at the University of Manitoba is the Academic Community within the University Town. This is so whether we consider the whole of Metro Winnipeg or only the Municipality of Fort Garry as the University Town.

It is the contention of this thesis that, although the Academic Community within the University Town is in itself a housing system composed of many elements, it is a significant extension of other aggregated combinations because it is a planned, comprehensive, integrated combination of elements designed to utilize existing resources while providing a diverse and active housing structure and a lively educational environment. It is this type of comprehensive housing programme, which considers all elements of university life and development, and provides for them in a manner which maintains flexibility and freedom of choice, which is recommended for the University of Manitoba.

As has been indicated the proposed housing structure is not greatly different from that which exists. The test of any programme is that it works. It is a fact that the existing system has worked well for the University of Manitoba. However, while the informal housing structure was adequate for the past, it is not adequate in the present nor will it be adequate for the future. In spite of the dispersement of the student body during past years, the nature of transportation corridors permitted easy access to campus and the relatively small size of the enrolment prevented depersonalization of the programme. In fact, the handicap or challenge presented by the dispersion of students and staff, because it was capable of being conquered or met within the resources available, but only with effort, has in the past led both students and staff to put forth extra effort. Because of the extra effort which was both required by the physical situation, and put forth by the persons involved, the University of Manitoba has enjoyed a level of academic life and activity denied many universities which have faced a less challenging situation.

The Effect of Increased Enrolment and Mobility

The recent large increase in enrolment and the rapidity with which it has occurred, coupled with the extremely high mobility of both students and faculty, has produced a state of flux on campus. Although the high dispersion of residences was just as damaging to the academic community a decade ago as it is today, the smallness of the campus, the more personal nature of the class structure, and the general level of informality permitted the campus to act as the nucleus of the community. Contacts which were established on campus were carried over into the residential environment. Given the present large enrolment, the lack of informality and intimateness of the campus, the rigidity and impersonal nature of the slot system of timetabling, and the mobility of the academic community, both in terms of movement of students and staff, and in terms of its steady growth rate, it is no longer possible for the campus to serve as the sole nucleus or focus of the academic community.

Some faculties are more affected by the present decay of community than are others. Architecture, for example, although it has outgrown its facilities, remains small enough so that with the intensity of its program, its focus in the Architecture Building, and its informal lounge spaces, it

has maintained a high degree of community. The same is true of those Arts and Science students who attend the Colleges, and to a lesser extent, the students of Engineering. In spite of the growth in enrolments in Engineering, the existence of class timetabling allows most students to form a small circle of friends which acts as a stabilizing factor within the large, diverse and undifferentiated cosmos which is the university. Some form of class time-tabling for Arts students could help alleviate the feeling of being adrift but would not eliminate it entirely.

The factors mentioned above tend to maintain the academic community on a faculty basis but do little to help establish the community on a campus-wide basis. Although the faculty situation tends to give the student a point of focus, he tends to live in an environment of splendid isolation. The Students' Union Building is intended to help stabilize the campus as a focus of student life but is working under a severe handicap. The new University Centre will most certainly help to build up a campus-wide community in view of its increased size, excellent facilities and nodal location. However, it is difficult to see how it will accomplish the task when many students, because of tight timetables, lengthy commuting and rigidity of car pooling, will not enter the building during their three to four year stay on campus except to use the book-store, bank and other commercial facilities.

University College attempts to bridge the division by faculty through a residence programme which encompasses students from all parts of the campus. The college system appears to be effective as a method of reducing the impersonality of the multiversity, but the addition of residence space needs to be reviewed. In the light of the operating policies which are pursued it appears that the University College residence does by design and intent what Taché and Mary Speechley Halls do informally. That is, the halls act as melting pots by bringing together, in an informal atmosphere, students from all faculties thus providing at least the opportunity for an exchange of ideas based on widely different backgrounds and points of view.

The Need for Concerted Action

In view of the changing situation, a more formal and explicit programme of student housing must be developed as one phase of a many-pronged attack on the decay of the academic community and the environment which has existed in

the past. The housing system recommended is the Academic Community within the University Town. This system is recommended because it is ideally suited to the situation which exists in relation to the Fort Garry Campus, and because it provides the comprehensiveness of programme and structure to produce the quality of academic life desired and available within the present and foreseeable resources.

There seems to be little alternative but to build up a concentrated housing focus based on commonality of location in view of the decay of community based on the concept of an academic focus. For the University of Manitoba this could mean developing an already established area such as the River-Stradbrook-Osborne Street area or the Downtown area. However, many factors enter into the decision making process which argue against this approach. These are:

- a) the areas mentioned would be incapable of absorbing the natural increase in demand without extensive new construction;
- b) being built up areas the cost of land is very high;
- c) the traffic arteries leading to campus are already congested making commuting difficult as well as costly;
- d) existing capital investment in campus social and recreational facilities would remain underutilized and in many cases require duplication;
- e) there is an abundance of underdeveloped land near campus which would permit planned development with less restriction by existing land use patterns;
- f) the ideal university community is one which offers a wide range of housing options within walking distance or a short drive off campus.

Thus, although all possible effort should be put forth to enlarge the existing private market for student accommodation, the primary housing focus should be developed around the campus with other areas, in which students are concentrated, being developed as secondary nodes. The campus should and must be the primary node of the academic community if the University is to play its rightful role in society. The campus must be a cultural and social centre in order to be an effective academic centre in view of the conditions which now prevail and those which will prevail in the foreseeable future.

The following sections thus deal with the various approaches which are available for the provision of the needed new construction.

On-Campus Possibilities

The on-campus possibilities for provision of additional student housing are governed by a number of factors such as sites, financing, control, priorities policy, and desirability. In so far as sites are concerned, there are a number of areas which are suitable. However some of these fall within the 'eight-minute walk' circle which is being used as the desired limit of academic development, and would not be available unless not required for academic development. The 'eight minute walk' circle is based on the maximum distance which a student can walk in going from one class to another during the ten minute class change interval.⁷¹ Present projections of academic requirements indicate that all available space within the circle will be needed for academic purposes.

Mixing Housing and Other Facilities

It is obvious that academic requirements must be given priority over housing. If it is desired to have additional housing within the circle, as Taché and Mary Speechly Halls are, an acceptable solution may be to put the residence space on top of the academic facilities.⁷² This could be both

⁷¹The eight minute walk circle is based on a fifty minute class period and a ten minute class change interval. The diameter of the circle is the distance that a person can walk in eight minutes at a rate of 275 feet per minute. Present planning projections are for weather protected access from building to building as the circle is built up. Without such protection it would not be possible to walk from one side of the circle to the other in eight minutes, during the winter months, because of the time needed to put on outdoor clothing and because of the slower rate of walking when there is snow on the ground. If the class period and the class change interval were to be extended the eight minute walk circle would no longer be a binding limit. However, even if the class change interval were extended the eight minute walk or a distance of 2200 feet between classes appears to be a desirable planning maximum.

⁷²The mixing of land uses in this manner is gaining support even from planners who have in past years opted for complete segregation of land use by zoning. The change in thinking is partly due to a change from thinking of land use as two-dimensional to thinking of it in three dimensions. The introduction of the vertical zoning or development concept seems very appropriate in view of present trends to high-rise and high-density developments.

desirable for the housing, from the environmental and aesthetic points of view, and less expensive. To take a case in point, the new Zoology-Psychology Building is only four stories high and is so designed because the heavy traffic expected is best served in such a low-rise structure. At the same time the building is located near the river and would enjoy an excellent view from all additional floors. Residential space is expensive in view of normal low utilization of basement and main floor space for accommodation. At the same time in view of present preferences and low traffic, it is both desirable and practical to have accommodation in high-rise buildings. The Zoology-Psychology Building appears to be an ideal site for student housing. The building would give priority to academic requirements, and at the same time provide a foundation and pedestal for housing, thus making the preferred floors available for housing while providing a paying customer to occupy the lower floors as is the practice in many urban apartment developments.

In view of the very difficult parking problem that is beginning to develop on campus, a more satisfactory approach may well be to use the sites on the periphery of the academic core for the construction of multi-level parking structures with housing being built over these structures. This would place housing within walking distance while removing it from the academic core. It would also bring the parking within an acceptable walking distance of the academic buildings. If study rooms were also included in the structures for non-resident students, along the lines of the 'Essex' concept, then the best of three worlds could be obtained and an active academic community would in all likelihood develop.

Financing

There are some potential problems related to the financing and design of entry spaces but these are not insurmountable. The financing can be arranged under the Central Mortgage and Housing Corporation Student Housing provisions by pro-rating the cost of the building which relates to academic or other uses and that which relates to the residential uses. From the University's point of view, the arranging of the 10% equity required for a Central Mortgage and Housing Corporation loan is a greater limitation. In view of required academic expansion and a tight budget only very limited funds are available to maintain even the existing housing facilities and services.

If the development of on-campus housing were accepted and classed as a major priority, there are four ways in which the financial problem could be overcome as follows:

a) The University Grants Committee could elevate the priority rating of housing on the campus and provide the necessary funds.

b) The Provincial Government could place student housing under the control of the Manitoba Housing and Renewal Corporation and empower the Corporation to provide for student housing on the same terms as for public and low-income housing. This approach would be very reasonable since most students are members of the low-income segment of the population, at least during the time that they are in attendance at university.⁷³

c) The Federal Government could change its policy related to the acceptance of university owned land as equity on the same terms as exist in relation to student housing developments on purchased land. This policy change is under consideration as a result of briefs presented to the Federal Task Force on Housing but no decision has been forthcoming to date.⁷⁴

d) A change in university policy to permit on-campus development by student co-operatives, private developers⁷⁵ and other concerned groups.

⁷³The argument that public support of students is support only of the rich is not valid since it is most often the cost which excludes poorer students. Also, the university graduate is able to make a significant contribution to the general economy of the nation for which he receives a higher salary. The present income tax programme is graduated so that it brings a fair share of this added earning back into the public coffers. Thus public support of students is really an investment not a subsidy.

⁷⁴This change in policy is badly needed to relieve the pressure on limited provincial and university finances. In fact a case could be made for much greater Federal Government involvement in the financing of higher education in view of the mobility of students both during their years of study, and afterwards, and in view of the small percentage of the total cost of the university which is paid for by students fees. Not only does Manitoba's university enrolment exceed the total number of Manitobans engaged in higher education, both at home and at other universities, but many of these students upon graduation work elsewhere. Thus in many cases the province receives no return on its investment.

⁷⁵For a discussion of the provision of college housing by private developers and through private financing see: John S. Dean, Vice-President, the First National Bank of Chicago, Remarks Before the Simmons Seminar on Privately Financed College Housing, Palmer House, Chicago, Illinois, February 23, 1967. A copy of these remarks is on file in the UMSU Housing Library. For a further reaction to private housing see: Dr. Harold L. Hakes, 'Private Off-campus Housing is Practical' College Management, March, 1968 and a followup response article "Many Favour, But Few Have," College Management August, 1968.

At present there is some concern for the degree of responsibility that the university would have to assume, in view of the potential bad publicity, if any incidents occurred in privately owned facilities located on campus. This is a formidable consideration in view of the public acceptance of the university as being 'in loco parentis' in relation to controlling the behaviour and actions of residence students. However, in view of changing attitudes, the increased permissiveness of society in general, the age of today's students and new condominium legislation, this problem is not insurmountable.

Priority, Policy and Desirability

The University must of necessity give priority to its prime function, education. Since adequate access to the physical facilities is important in achieving this function, the effect of on-campus housing on the local traffic pattern and requirements for additional parking must be taken into consideration. The combining of parking and housing as previously mentioned is one possible approach. A second, which could be used either separately or in conjunction with the first, is the adoption of a policy giving preference to students applying for residence who do not intend to bring a car to campus. This would relieve the parking problem and also the peak period transit load. With a large non-driving population on campus a better transit usage distribution, throughout the whole day, would result in improved service.

The University could decide to extend the College System, as exemplified by University College, as the means of providing both academic and residence facilities for all projected increases in enrolment. This does not appear likely at the moment but with the whole question of academic growth and capital development underway, it is a distinct possibility at least for some portion of the increase in enrolment. If a decision to extend the college pattern is taken, most certainly a thorough evaluation of University College residential operation must be undertaken. The philosophy on which the present operation is based includes a 'leavening effect' on the arts members of the College by opening the residence to other faculties on a proportionate basis. The result is merely an explicit attempt to do what Taché and Mary Speechly do naturally. Namely, bring together, under one roof, students from all faculties. The effect may be satisfactory from the residence point of view, but with accommodation for only about one-quarter of the college enrolment, the residence fails to serve adequately

as a rallying point for the College. The leavening in reality becomes a watering down. Thus, although an extension of the College System appears to be desirable as a means of reducing the multiversity environment to a more comprehensible size, the inclusion of residence space on the basis of 20-25% of enrolment appears to be inadequate.

The map of Fort Garry and St. Vital has several on-campus sites designated which are included within the proposed alternatives for providing the needed volume of housing. None of these sites has really been chosen for the development of a college concept and if the College System⁷⁶ is extended, and accommodation provided in conjunction with each college, the overall housing programme would have to be adjusted accordingly.

Off-Campus Possibilities

There has been a great deal of controversy and differences of opinion over the benefits of on-campus versus off-campus student life. Although much of the discussion generated has dealt with the philosophical aspects of the two modes of life, the question of economics has never been very far below the surface. Many people proclaim the economic merits of off-campus life as second only to greater freedom of action. However off-campus living is in general cheaper only when it comes to room and board in a private home, or when the student is renting lodgings or an apartment in an older building. In the case of the private home the accommodation already exists and is being paid for so any return is profit while at the same time maid service and food services are being provided to the household and are not therefore charged out on a commercial basis. With renovated housing and old apartment blocks, the fact that the structures have been amortized coupled with the present

⁷⁶The College System has been adopted for the development of the York University Campus. See, Walter Cudnohufsky, Director of Study, Campus Planning, Case Studies of Campus Plans, Department of Landscape Architecture, University of Massachusetts. (A student studio study of selected campus plans.) The Master Plan for the University of Saskatchewan, Regina Campus also recommends a College System. However, in view of the diverse nature of the modern university and the intent and operational programme proposed for the colleges, a house system similar to that suggested for the University of Essex appears to have more merit and, as well, fewer academic and administrative problems.

rate of inflation means that they can be rented well below new building rental rates and still show very substantial profits.

However when the comparison is made between new on-campus construction and new off-campus construction, the on-campus facilities offer a wider range of services at a lower total cost. In view of the fact that students are now occupying almost all older accommodation available to them, the latter comparison is more valid. The potential for off-campus housing, which will serve student needs at a reasonable cost, is very limited. If the increased non-resident enrolment is to be housed near campus by private efforts, regardless of the costs, then the rate of development of the university area must be in keeping with the rate of development of the campus.

Table 4-4 shows the projected growth in housing demand for both married and single students while Appendix Table B-1 indicates the growth in population in the various municipalities of Metro-Winnipeg. The Fort Garry figures have been graphed in Appendix Fig. D-1 to show existing rate of increase in population and dwelling units. In view of the fact that only about 5% of the population of Fort Garry is accounted for by students, it is obvious that present rates of increase in dwelling units will not keep pace with the need for student housing. In fact, the projected rate of increase in dwelling units will not even keep pace with the projected increase in faculty and staff even if less than half wanted to live in Fort Garry. (See Appendix D) In order to provide a quantity of student housing equal to the need, projects will have to be developed specifically to accommodate students.

Potential Housing Sites

The proposed sites for development of the additional student housing required by 1975-76 are shown on the Map Appendix "E". The sites A and B are university owned land while all other sites are privately owned. The sites are coded both as to ownership and distance from the centre of the campus, which has been taken as the Administration Building. Although the land required for student housing alone is only about 74 acres, a much larger area is represented by the potential sites. This has been done intentionally because a picture of all available sites is essential in obtaining a grasp of the housing development potential. Also where private lands are concerned, cost of acquisition and problems of land assembly tend to be limiting if no alternatives are available. Further, it is recommended that the

student housing be a part of a much larger total residential neighbourhood involving faculty, staff and other citizens of the community who might desire to live near the campus because of university oriented activities or simply to be associated with the academic community. Thus more than the minimal 74 acres will be required by 1975-76 to accommodate the total neighbourhood and provide for development beyond 1976.

The availability of certain sites is also subject to major policy decisions. If the University decides that it will not, as a matter of policy, provide any additional on-campus housing, then many of the proposed sites would be automatically excluded unless leasing or selling of on-campus sites were acceptable. Government and private owners policy decisions could also affect the availability of some of the sites as could the cost of acquisition. In short, alternatives must be available even if preferences exist.

The Sites

A₁ is located West of St. Andrew's College between Dyke and Dysart Roads. It is about 4½ acres in extent, and as it is not likely to be required for academic expansion, it is a site that could be made immediately available for student housing. As it is on the periphery of the main campus and adjacent to the access routes, it is an ideal site for apartments for married students without children and graduates who would like to be on-campus but not in the heart of the campus.

A₂ is South of A₁ on the West side of University Crescent, and is a site of similar size. It has all of the advantages of A₁ and could also be expanded in size by using part of the playing fields or acquiring part of the Southwood Golf Course. The disadvantage is in having to cross University Crescent in walking to campus as traffic is quite heavy during peak periods.

A₃ is immediately South and East of the Taché-Speechly-Pembina Hall complex and is slated for the extension of Taché Hall. This extension will add about 200 beds to the complex increasing the total to about 950 students on a seven acre site. In view of the open space provided by the quadrangle, and the river bank this density is not excessive and additional housing could be built East of Taché Hall.

A₄ is immediately East of University College and consists of about one acre which would amply provide for the second tower of the college complex, if a decision is taken to increase the level of residency or to develop the site for housing separate from the College.

A₅ is a 4.6 acre site presently occupied by the Bison Garden Hockey Rink and the maintenance buildings, and an additional 4.4 acres south of Dyke Road. It is ideally suited as an extension of the existing residence complex using self-contained apartments and houses eliminating the need for additional food servicing. This site would be well suited to serving the older students now occupying standard residence accommodation.

A₆ and A₇ are river bank sites which should be considered even though engineering problems and development costs may make them unsuitable for immediate use.

A₈ and A₉ are proposed housing sites within the reserve area of St. John's and St. Paul's Colleges. In view of their location within the academic core, and the recent decision to co-ordinate college and university operations more closely, the space may well be used for academic requirements.

A₁₀ is a 12.6 acre site which is beyond the eight-minute walking circle being used as the proposed limit of the academic core. Because of the close proximity to the core, it may be required for academic use or as the site of several colleges. However it is an ideal site for housing and will probably be available for this purpose.

B₁ is the agricultural fields south of Matheson and extending from Pembina Highway East to within 1200 feet of University Crescent. It consists of about 140 acres and could provide for all foreseeable student and staff accommodation.⁷⁷

B₂ is a 45 acre, triangular site, which was a part of the large agricultural plot which was broken up when Bison Drive was constructed on an East-West axis rather than parallel to the river lot system of land subdivision. This site, although not a first choice site, is of good size and

⁷⁷A proposal for this site has been prepared by the First Year City Planning Studio 1966-67 in a report entitled University City (see plate 13.) This report is available at the Department of City Planning Office and at the Campus Planning Office. An additional on-campus location which may appear to be an obvious housing site is the point of land to the East of the academic core. This site has not been considered in the study of sites since the projected programme is to 1975-76 while the land on the point is restricted to special Agricultural Research until 1986 by a minute of the Executive Committee of the Board of Governors, September 14, 1961, Executive Committee Minute Book, (University of Manitoba), p. 2572.

within two miles of campus along a major thoroughfare. It is somewhat isolated from existing residential developments but is large enough to become a self-sustaining neighbourhood socially. It can be serviced by sewer and water, at some expense, as has the Nazarene Bible College site which is adjacent to B₂ on the South. It is a suitable site for medium density, low-cost married student accommodation. In view of the fact that the children of married students are mainly pre-schoolers⁷⁸ and the potential size of any development, provision of adequate nursery and kindergarten facilities on site is feasible and should provide for most school needs. Older pupils could readily be bussed to school or accommodated by car pooling. This site, because it is university owned and uncommitted, represents a readily available and inexpensive site, which, although not ideal, is acceptable for a married student complex.⁷⁹

The larger portion of the original agriculture acreage lying to the North of Bison Drive has been sold, and is presently under development proposal as Cadboro Park by Parklands, a subsidiary of the Winnipeg Supply and Fuel Company. It is understood from a series of conversations concerning this property that a preliminary site plan includes an extensive student housing development. However, the developers have not sought student or university involvement except to acquire basic market research information. Immediate development of this site is understood to be delayed by the Metro Policy of contiguous development.⁸⁰ No further information is available, however, this site is a potential private development site for student housing.

⁷⁸ See, Married Student Housing Survey, Table 1, P. 16

⁷⁹ This site is quite similar to the site used for Michener Park, the University of Alberta Married Student Housing Project in Edmonton, The site of Michener Park was previously used for agricultural research and is about two miles from the main campus. See brochure prepared by the University of Alberta, Michener Park, 1967.

⁸⁰ This is a recent policy decision designed to reduce excessive servicing costs and residential tax burdens resulting from past scattered subdivision development. The policy requires new developments to be contiguous or adjacent to existing developments and services, such as streets and municipal utilities.

C₁ is a 6.9 acre site presently proposed for development. The project contains three 14 storey apartment blocks with a total of about 580 one, two and three bedroom apartments. It is a development proposal of the Elias Construction Company which is presently under consideration by the College Housing Co-operative Limited for married student accommodation.

D₁ and D₂ are privately owned land presently being considered for development in view of imminent demand for housing to serve the new Victoria Hospital being built on the South-East corner of Pembina Highway and Dartmouth Street, as well as the projected housing requirements of the University.

E₁ and E₂ are vacant lots in King's Park which are privately owned and which, in view of their proximity to the campus, should be developed for married student accommodation with a density of at least four and probably not more than six units per single family lot of 50 x 150 feet. With proper design, the proposed units could be built to blend in with the existing development. In view of the small size of married student families (1.33 children) this would not produce a density of school children any greater than that of normal single family occupancy.

F₁ and F₂ are two proposed sites in the Fort Richmond subdivision which have been investigated for development but which in view of their adverse location in relation to access to campus and transit travel to the city centre, plus high cost are not recommended. If closer sites to campus do not become available the site B₂ which is the same distance, but more accessible, as easily serviced, and less expensive is far more highly recommended. Further, site F₁ is in multiple ownership and the problems of land assembly would be faced as well as high cost if a site of suitable size were to be obtained. It is possible that private development of value to the University might occur on these sites but they are not first choices.

G₁, G₂ and G₃ are the most desirable privately owned sites from the point of view of proximity to campus.

G₁ is a preferred site on the Southwood Golf Course. It is the most desirable site for a residential development as it is a natural extension of campus, and is entirely within the three-quarter mile radius from the campus centre. This portion of the Golf Course consists of about 45 acres and contains the clubhouse. There are three restrictions on this site at present. The first is that a golf course cannot be divided and still serve its function. The whole 123 acres must be purchased in order to acquire the desired portion.

In view of the present asking price which is in excess of \$10,000.00 per acre, this is at best an expensive proposition. It would be possible once the course was purchased and broken up to sell off the surplus lands thus recovering the cost of purchase.

The second restriction complicates the first in that it is a Metro policy to maintain as much open space as possible within the urban area, and it is unlikely that suitable zoning could be obtained. If the zoning were changed, then Metro would likely claim the bulk of the river bank under the river bank reclamation programme.

The third limitation is the fact that the property could not be occupied for three years because it would take at least that long to develop an alternative golf course site. The Southwood Club is understandably reluctant to relinquish this site until a new course is ready for play.

A viable proposal for this property is for the University, the Provincial Government or the Metro Corporation to purchase the land immediately with occupancy in 1972. Plans could be then developed to use site G_1 for university housing with the remainder being developed as a nine hole golf course and park within the Metropolitan Corporation Parks programme. The residual land along Pembina Highway and near the hospital could be developed as high density residential or commercial to cover the cost of the parkland.

G_2 is not available for housing not only because it is across the river, but because it is also a hospital site, and the hospital is planning to expand. There may be small parcels within the site which could provide some student housing at a later date with access via the proposed St. Vital-Fort Garry link. However this site is not a present consideration.

G_3 is another desirable site under certain conditions. A portion of it is within the half-mile limit with the bulk being within the three-quarter mile limit. If a weather protected footbridge is used, this site could be almost as desirable as the golf course site G_1 . The limiting factors then would be initial cost, plus cost of flood protection and the footbridge link.

If this site is chosen as the location of an extensive student village, and integrated neighbourhood complex, a much more imaginative and realistic approach would be to divert the Red River as shown on the map. In this way the bulk of the River flow would be taken by the diversion which, in conjunction with the controlled flow through the existing riverbed would have

to be designed to take 80 c.f.s.⁸¹

The control structures with earth dams at each end of the enclosed river area could incorporate road access to the site via a river drive from the University to the North and through the proposed Metro Park to the South. The enclosed river area could then be developed as an extensive park and recreation area in conjunction with the proposed park. In view of the control of the water level and rate of flow of the captive river, it would be both feasible and practical to bridge the river, for pedestrian access, using a twin tower apartment block. This apartment unit would be an extension of the existing residence complex on campus, and could include a joining enclosed mall as a second student activity node connected to the new University Centre Building. With the projected increase in population, the lower level of the complex could be devoted to cafeteria service, dining and cocktail lounge plus boutique shops and commercial outlets of various natures to serve the community.

In view of the long range projection of enrolment, the need for a more urban and active campus atmosphere and the projected affluence of the academic community, this proposal is quite realistic. It would, of course, require the co-operation of students, the University, the various levels of government and private business. If the needed co-operation can be obtained and an imaginative project realized, the University of Manitoba, Fort Garry Campus would indeed become a world show place not only of physical excellence and beauty, but of academic excellence as well. An urban and active, vital university community such as has been described above located in a natural parkland containing a well landscaped golf course coupled with the excellent academic facilities presently on campus and projected in future development cannot but capture the interest of the best academics available, in spite of the sometimes harsh and always challenging climate of Winnipeg.

If site G₃ can be developed, it will provide for the foreseeable residential needs of the University. If it cannot, then all of the other

⁸¹This is the peak flood design for the Red River. See the Report of the Royal Commission on Flood Cost Benefit, Province of Manitoba, (Winnipeg, Manitoba, December, 1958).

sites present alternatives of greater or lesser desirability and feasibility depending upon the circumstances that prevail as each project is developed. At any rate the project proposed for site C₁ should proceed to meet existing and imminent requirements for married and graduate student housing. The second project requiring development is a low-cost, medium density, low-rise married student housing project providing for students with families. This project is tentatively recommended for site B₂ but could be located elsewhere if a better site is made available at reasonable cost. Other projects will have to be developed as the need arises as projected in Table 4-4.

Development of the Sites

These projects may be developed by the University⁸², the Student Co-ops, or any other corporation able to take advantage of the CMHC student loan provisions. Any other financial arrangement is bound to price the accommodation beyond the means of the students. One exception to this is that four single students sharing a large two bedroom apartment or six single students sharing a large three bedroom apartment could conceivably pay the going market prices for this kind of accommodation and be equally well accommodated and fed as if living in residence and for about the same cost.

The housing may be built using standard architectural design and tender procedures, developer proposal or negotiated contract procedures. However, where residential accommodation is concerned, in the interests of economy and speed of action, the latter two approaches are recommended.

⁸²See, Farmer, 'Dormitories', Bricks and Mortarboards, for a discussion of how one American College has solved its housing problem and made a profit at the same time by using short life frame construction buildings, ('Parson's College, The Unicorn in the Prairie!')P. 123.

CHAPTER VI

THE NEED FOR JOINT PLANNING

The present day Canadian context is one of rapid development resulting from a booming economy, a rising standard of living, and a rapid growth in population. The development arising from the booming economy is primarily the result of technological advances. The development arising out of the increase in standard of living is closely related to technological advances but places emphasis on the mass production of consumer goods and services. The development arising out of the increased rate of growth of population is the result of the fact that with the Canadian population doubling about every forty years all basic structures; homes, schools, stores, etc. must also be doubled every forty years.

It is now becoming accepted as one of the facts of modern living that, given the above rapid rate of development, the rebuilding or duplicating of all structures existing in Canada every forty years, there must be adequate planning. The need for full-time professional planners as part of the structure of governments and private industry is accepted. However, given the short time period for adequate planning, and the dependency of one sector of the economy upon the other, effective liason is essential in order that development be integrated in a comprehensive manner.

The University because of its size, the activity which it generates, and the large numbers of people which it serves, employs or affects is a case requiring special consideration. Such an institution cannot but have a significant effect upon the community in which it is located. The need for integrated planning in a booming economy in which the population doubles every forty years is well established and recognized. How much more important must be the need for adequate planning of an institution which grows in size not only in relation to the population growth, but also in response to the increase in technology and affluence. The Canadian

university enrolment has doubled three times since 1919-20.⁸³ At present, university enrolments are doubling every six to eight years. The above facts highlight the need for institutional planning to meet the new demands.

In view of the impact of the university on the community in which it is located, and the above rapid rate of growth, the need for joint planning by the University and the adjacent municipalities is imperative. The lack of such joint development planning of areas adjacent to universities has placed most universities in a very difficult position. As the university grows, there is greater need for nearby student, faculty and staff residential accommodations. At the same time, with academic expansion, the university has less and less land which it can devote to housing. Further, local development patterns usually make off-campus development impossible, very difficult or very expensive.

The situation at the University of Manitoba reflects the above problem. The campus is isolated from development on two sides by the Red River and the University owned land which is presently being used for agricultural research. The other two sides also exclude development as the Southwood Golf Course to the North represents a presently undevelopable area of 123 acres while to the South there is an existing, low density single family residential zone extending well beyond walking distance to the University.

There is a definite need for a university community in close proximity to campus to serve as a focus for the development of academic community and to strengthen the role of the campus as a community focus. The University owns sufficient land to provide the volume of housing required but as has been indicated mere shelter or accommodation is not enough. The University is not an isolated entity but an integral part of

⁸³The Dominion Bureau of Statistics Survey of Higher Education 1954-1961 tables 15 and 17, pages 34 and 35 give the undergraduate and graduate enrolments by province for each year from 1919-20 to 1960-61. The 1919-20 total was 22,252 students; 1944-45 40,065; and 1957-58 88,546. Present enrolment is again more than double. The Manitoba Economic Consultative Board, Fifth Annual Report, table C-1, page 65 shows the rate of increase in Manitoba participation rates from 4.9 in 1951-52 to 12.3 in 1966-67 at the same time the Manitoba population in the age group 18-24 grew from 81,700 to only 101,000.

the society which supports it, and which it in turn serves. In order to establish the desired academic environment, the University community must encompass more than the campus. It must include a large surrounding area. Further, it is essential that this physical community be oriented towards the campus without being exclusively populated by university people.

The Need for Controlled Development

In order to obtain the desired university community, there must be firm control of development of lands surrounding the campus. Universities have long recognized the need for controlled development, and it is this very principle which has given rise in part to selection of large unified sites for campuses.⁸⁴ In view of the nature of the ideal university community, it is obvious that university ownership of needed lands is both impossible and undesirable.⁸⁵ However under present conditions what the university does not own, it cannot control. If controlled development is to be achieved it must involve more than just the university.

Local governments as the agents of society (the sponsors of the University) can exercise some control through issuance of building permits and other planning techniques. Thus a development plan for the community

⁸⁴ Commissioners, Reverend Gilbert B. Wilson, John A. Mackray and Reverend James L. Gordon, Report of the Royal Commission on the University of Manitoba, (Winnipeg, King's Printer 1910). In support of their preference for a large site the Commissioners have presented the following as one of their arguments:

"A large site will afford room for a residence system, which is inevitable in the future, and for residence of professors, which is also desirable." (footnote d, p.80).

⁸⁵ In fact even ownership of a large integrated site may be bad if it excludes essential, but non-academic functions from locating within easy access of students and staff as is partially the case at the University of Manitoba where commercial ventures are all but excluded. A bank and barber shop are located on campus, but service stations are not permitted even though desired to serve the large commuting population. Also excessive involvement in the community by the University begins to give rise to the company town type of atmosphere as controls become uniform and rigid.

should be prepared and implementing ordinances adopted. However planning and zoning alone will not provide dependable and permanent protection. Under these conditions where the university can neither purchase the land outright nor purchase and resell for restricted development, the approach of purchasing development rights could be used as the most readily acceptable and least expensive alternative.

Joint Planning

There is a fourth alternative available to obtain the controlled development essential to the evolution of a good university community. A Joint Planning Commission with representation from all concerned areas of society, could be established.

In Manitoba in recent years many studies have been undertaken and many programs presented concerning the physical, social and economic development of the Province, and in almost all cases the existence of the universities has been ignored. The universities are not only important elements in the social and cultural fabric of society, through their educational function, but they are important elements in the economic structure as well. They must, therefore, be taken into consideration by such bodies as the Department of Industry and Commerce, and Industrial Development boards.

On a more local level the Planning Division of the Metropolitan Corporation of Greater Winnipeg has completed preparation of the Metro Area Development Plan, the third phase of the Winnipeg Area Transportation Study and the St. Vital Development Plan. Where in these reports does the true significance of the university appear either in its influence on community development or in the effect of community development on the functioning of the University? The Planning Division is presently preparing a Development Plan for Fort Garry. To what extent are the needs of the university being considered? The University of Manitoba generates a population in excess of the total population of the Municipality of Fort Garry, and yet the Municipality functions as though the university did not exist.⁸⁶

⁸⁶In spite of the desire of students to live near the university, they constitute only 5% of the population of Fort Garry when residence students are omitted. See Fig. 3-5 and Appendix table A-7. Postal zone 19 includes all students living in Fort Garry except for about 70 students living in St. Norbert. (Figures shown are for 1967-68 term.)

There is not only a need for joint planning but the time for establishing a Joint Planning Commission is now, while both the university and the surrounding communities are in the process of producing long-range development plans. Failure to coordinate the present planning of all phases of development can only serve to fragment the community and increase the normal campus-community or 'town and gown' conflicts to the detriment of both.

Problem Not Unique

The need for joint planning is not unique to Manitoba; the Universities of Alberta and British Columbia face the same problems.

In both Vancouver and Edmonton the planning and development programs grossly ignore the existence of major universities within their boundaries, and consequently, the density of development within a reasonable travel time from the campuses, does not reflect the need for student housing within this perimeter. Quite the contrary, the demand for more student housing within the vicinity of campus is often viewed as a request for additional slums; and while local merchants want the benefits of student trade, local ratepayers associations are constantly opposed to the creation of suites or multiple dwellings in their areas⁸⁷

The purpose of this chapter is to establish the need for joint planning rather than define its operation. The task of defining the areas of responsibility, limits of authority, and method of organization and operation of such a joint planning commission constitute the basis of a separate thesis. In fact such a thesis has been written by Raj Kumar Gambhir while in attendance at the University of British Columbia.⁸⁸ It is recommended that serious consideration be given to establishing a District Planning Commission, for the University of Manitoba, along the lines indicated by Mr. Gambhir.

⁸⁷V. Setty Pendakur and Nadine M. Dempsey "How Students Choose Housing" Canadian University, February, 1969, p.35. "This study of student housing choice determinants in Western Canada shows that housing choice and transportation demands are interrelated and are critical factors for consideration by university planners, particularly as enrolments increase." Opening statement of article (underlining added.)

⁸⁸Raj Kumar Gambhir, University-Community Relations Thesis in Community and Regional Planning, the University of British Columbia, April, 1966.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

This work has attempted to outline, in both general and specific terms, some of the concepts and problems relevant to the planning of a comprehensive housing program for a university community. It has attempted to illustrate the complexity of the problem in view of the interplay of the various elements which influence or affect housing policy such as:

a) The philosophical position of the institution as a composite of that of the persons who control and influence institutional policy making.

b) The geographic and physical elements which constitute the setting in which the institution must function.

c) The sociological elements which influence how the community members function in relation to one another and to the society which supports the institution.

d) The psychological elements which influence how the community members view themselves, and the society around them, and the effect of this on how society views the academic community.

e) The economic conditions of the community and of the supporting society.

f) The explicit and implicit priorities of both the academic community and society as expressed through word and action.

It may well be that the reader is now more confused about the issues than he was before reading the preceding chapters. It may be that the present work has raised more questions than it has answered. However there are a number of conclusions which can be drawn from the study which may serve to clarify the presentation.

Conclusions

1. At those universities which are classed as first rate, by graduates and outside observers alike, there exists a quality of environment which is conducive to a vigorous intellectual life based on an active social and cultural life. This quality of environment exists both at residential and non-residential institutions. It consists of a total living and learning situation in which the student can become completely immersed or can participate in a vicarious way as a disinterested and detached observer. It is not a matter of a single physical form or setting but of a total environment, a community which is oriented towards the campus and which thrives on diversity as well as similarity.

2. The 'academic' community can be active and stimulating in spite of physical dispersion providing the conditions for easy and fruitful communication remain intact and functional. Where dispersion exists conditions such as small size of the community, a nucleus or focus for action (either physical or organizational), visibility of members, and stability of community membership are essential in maintaining good communications, which is the key to the meaning of the word community.

3. Physical proximity of community members while not a positive guarantee of an active community is a condition which facilitates and is conducive to the development of community. Where physical proximity exists, there is greater opportunity for informal contact and social interaction which helps to form a bond of friendship and understanding which can act as a stimulant to intellectual activity. Man is a social animal and it is through social interaction that ideas privately conceived are challenged, modified and refined.

4. The availability of an adequate quality and quantity of student and faculty housing near the university is essential to the development of a strong academic community based upon physical proximity of the community members and maximum utilization of campus facilities. The community could function nearly as well if concentrated elsewhere than near the university but the human and financial costs of commuting and duplication of facilities legislates against this approach where there is an alternative.

5. The need for an extensive university community, around the campus, becomes increasingly important as the multiversities grow in size such that formal communications tend to completely occupy campus

communications channels. The informal setting of the coffee shops, the pub, the locker room, the special lecture, the walk home and the evening session are essential to supplement the formal communications of lectures, seminars and administrative activities.

6. At the University of Manitoba, Fort Garry Campus, there is a serious shortage of suitable housing which could contribute to the development of an active and stimulating intellectual environment. The concept of the whole of Metro-Winnipeg as the university community is not a tenable idea and never has been. The concept was able to gain support in the past only because the major built-up areas of the city of Winnipeg were able to absorb the relatively small numbers of students who were seeking housing. Now that these areas are approaching their maximum capacity in terms of existing housing, and students are having to seek accommodation elsewhere, the concept is being put to the test and is proving untenable as a philosophical position. Present economic conditions may dictate the use of suburban housing stock but it can only be considered a temporary expedient. In view of the present rate of new construction in Winnipeg, even the economic expediency of the situation must be questioned. As long as funds are being put into housing, it makes good sense to expend them where a real need exists.

7. The shortage of adequate housing in terms of accessibility to campus, acceptable commuting distance and quality of environment, was about 1000 units during the 1967-68 term. The need was about equally divided between married and single students with the plight of married students and graduate students being most severe. The need for housing is growing at a rate of about 400-500 places per year, and will be about 1360 married student units and 2170 single student places by the 1975-76 term. (Table 4-4, p.66).

8. There is a definite indication of the preference of many students for an on-or-near campus location under the present circumstances. In the Fall of 1964 when the University College and Mary Speechly Hall Residences were opened, there was for a period of about two years a slight surplus of student housing places as indicated by the vacancies experienced by these two facilities. This vacancy was based on a private market capacity of 1423 students while the 1967-68 assumption of a 1000 student place shortage is based on a private market capacity of 2361

student places. In view of the relatively slow growth rate of Winnipeg, the 1,000 place shortage of adequate housing is very conservative. Further measures of the demand for near-campus locations are:

- a) The number of applications for residence accommodation have exceeded the available accommodation for the past three years. No accurate figures are available, as many applications are duplicates because each residence accepts applications separately. However it is estimated that applications exceeded places by a ratio of about 5/4 with many students not bothering to apply.
- b) The responses of the married students surveyed in 1968 indicate that over three-quarters preferred a near-campus location.
- c) More than 500 older students lived in residence in 1967-68 in spite of a preference for greater freedom.

9. It is very unlikely that the need for adequate student housing will be met by the efforts of the private sector of the market. The majority of students have a very limited income, and can thus afford only relatively low-cost accommodation. Several developers are building apartments in Fort Garry, but because of the high cost of financing and the luxury design, these are neither designed for students nor within the economic means of students. Some students are quite well off and could afford the higher private market prices; but, in fact, the most desirable sites which could command this premium are not presently available to private developers for various reasons.

10. Any program for the provision of student housing near the university will have to be extensive and far reaching to meet the demand and will have to involve the university and the various levels of government. These agents of society will have to become involved because of the complications of land ownership by the University, the size of any projected development and the need for a method of financing which will keep costs at a minimum. Private enterprise should also be involved along with the students and community in order to assure a university-oriented community based on a degree of diversity of both residents and design.

11. Joint planning of the campus and the surrounding area is essential. The establishment of a close working relationship between the University Campus Planning Office, the Planning Division of the

Metropolitan Corporation of Winnipeg, and the local municipalities is essential but hardly adequate to the task at hand.

12. The University of Manitoba is in a preferred position in that much of the land near the university is not intensively developed and the opportunity exists to develop a well planned university community.

13. University registration data are a very useful source of planning information when properly handled. The statistics presented in Appendix "A" are all derived from registration data and, although in crude form, illustrate the quantity and quality of information available using computer analysis. Over a period of time many trends can be established with almost 100% accuracy. The advantage of this source of data is that it is not selective. A 98%-100% response is obtained on almost all items of information. Further, with minor modifications of the registration form or the addition of a supplemental sheet on planning requirements, even more precise data can be obtained without defeating the function of registration. In view of the rapid rate of change being experienced today, it is essential that the best possible data be available to the planner. However as more and more varied questionnaires are circulated to obtain specific data, people become less responsive. It is therefore imperative that the gathering of data be carefully planned to assure the receipt of valid responses. The use of existing standardized administrative procedures is a very effective source for the needed data.

Recommendations

1. That the University of Manitoba actively seek the establishment of a University District Planning Commission along the lines outlined in Chapter VI. In view of Manitoba's position as a province which educates many students for export to other parts of Canada, the Commission once formed should seek added Federal assistance in financing the development of the University community. The assistance should be in direct proportion to the net loss of graduates from the province. Since the education of its youth is an investment by society, then that part of society which receives the benefits from the investment should provide the investment funds.

2. That a thorough study of housing requirements of students, faculty and staff be undertaken so that an adequate housing program for

both on and off-campus may be developed as an integral part of the Campus Development Plan presently being prepared. The conduct of such a study should involve the Provincial Department of Industry and Commerce and and Industrial Development Board of Greater Winnipeg so that the planning may proceed in the light of the role of the University of Manitoba in the economy of the province and of Metropolitan Winnipeg. In this way adequate supporting programs can be jointly sponsored to serve the needs of the three participating bodies.

3. That an experimental housing project be developed utilizing acceptable innovative approaches to the provision of low cost housing. The project should be of sufficient size to produce market data on cost and adequacy of the technique, design or material while at the same time providing a significant stock of much needed student housing.⁸⁹ The university has within its faculty and student body the necessary expertise and research structure to conduct such a study. At the same time university students of low income need the housing and are sufficiently flexible in their thinking and living habits to adapt to new housing structures and forms. Thus an adequate test situation can be set up to assess the project as a solution to the needs for low-cost housing. In this way the university could be of service to society while helping itself.

4. That all off-campus student housing projects should be designed so as to be capable of integration with projected residential developments rather than as isolated, independent projects which could become ghetto elements in the total urban fabric. It is desirable to have an integrated and diversified university community in order that students may become involved in the community and the community in the university.

5. That the university enter into immediate consultation with Metro Planning Division and the Municipality of Fort Garry to assure that adequate consideration is given to the need for a university community during the preparation of the Development Plan for Fort Garry. Data are presently being gathered for the preparation of the plan, and it is imperative that the needs of the university be adequately represented. If

⁸⁹For a more detailed presentation of this type of proposal see the University of Manitoba Students' Union, Housing Commission, Development Committee, Project Requirement Study, UMSU File CF 940-1.

a Joint Planning Commission is established, it would thus have a firm base upon which to build.

6. That the university in cooperation with the Students' Union develop an extensive off-campus Housing Placement Service. In view of the existing pressure on the total Winnipeg area housing market, and the expected increase in enrolment, the provision of an adequate accommodation listing service will require formalization and sophistication of procedures. The present vacancy rates in Metro Winnipeg indicate that the placement service will have to function in a very nearly 100% occupancy situation as much of the housing occupied by students is included in the Central Mortgage and Housing Corporation Metro Winnipeg vacancy rate report. (See Appendix "C"). It is recommended that the city be divided into appropriate districts or divisions for purposes of listing available accommodation. In this way the students will be able to shop for accommodation in the district which they prefer without having to wade through listings for the whole city. Further the information gathered through the placement service could be used in developing off-campus student centres: owned and operated by UMSU; or privately owned, but operated by UMSU; or with the express approval and support of UMSU. The development of such centres, in areas of the city which are presently or which are suited as major student residence areas, could improve the quality of student life and increase the availability of accommodation through an active placement program.

7. That a continuous program of recording and plotting residence locations within the Metropolitan area for students, faculty and staff be instituted in order to plan and provide adequate access to campus both by automobile and public transit. This program should be coordinated with the placement service so that comprehensive data will be available. In this way the total housing program on and off-campus, student and staff, resident and non-resident as well as traffic requirements, can be assessed periodically in order to revise and modify the program in keeping with any changes in situation. The data will also permit updating of project proposals to serve the most urgent residual needs based on reassessment of the situation as each housing project is brought into operation.

8. That the University and the Students' Union make representation to the Government of Manitoba to have the Manitoba Housing and Renewal Corporation authorized to participate in the provision of

student housing, by direct lending of equity funds, guaranteeing of equity fund loans, or through direct provision of student housing in cooperation with student groups now active in the field of providing student housing.⁹⁰

9. That the university give full encouragement, moral support and material assistance to the College Housing Co-operative Limited in their efforts to plan and provide suitable accommodation for married students. The University can assist in a material way by providing professional advice and services, and by assisting in negotiations with the Provincial Government in obtaining approval of programming and financial assistance in the form of low-interest loans or guaranteeing of second mortgages.

10. That student housing to be built over the next five years be mainly of apartment or row-house type to serve the needs of married and older students who find present conventional residential accommodation satisfactory, but unavailable in desired locations and at acceptable rental rates.

11. That the University and the Provincial Government avoid, if at all possible, direct long-term operational subsidies for student housing by utilizing low-cost land, adequate but low-cost construction techniques and efficient and realistic management, operational and maintenance services. If some students are unable to meet even these minimal costs, they should receive assistance through existing and new fellowship and loan plans which serve the needy and worthy candidates on an individual basis. Beyond a certain point, provision of universal subsidies is both unjust and ineffective, and this is most certainly true of universal subsidy of resident students who are accepted on a first come first served basis. All resident students, in effect, receive an annual scholarship from the university for which there is no screening and limited restrictions. This is unfair to those who are turned away, and who must find accommodation on the private market.

12. That the present and future student governments place a high priority on the need for adequate student housing. The most pressing

⁹⁰The example of the Ontario Students' Housing Corporation is suggested as one model. However the nature of student response to this form of development should be investigated to ascertain if any changes in structure and operation could provide the same quantity and quality of accommodation while maintaining satisfaction amongst student groups.

immediate need is for the development of a Union housing policy for the guidance of the UMSU Housing Commission. The continuing need is for involvement in the housing program, and adequate financial and staff assistance so that the Housing Commission can carry out its assigned task adequately.

13. That the various bodies concerned with the provision of student housing look ahead to the future possibilities of the University of Manitoba as a show place of higher education and develop a realistic, but imaginative housing program for the Fort Garry Campus.

14. Although this thesis deals with housing at the Fort Garry Campus, the Downtown Faculties should not be ignored. The housing needs of the downtown students should be reviewed and solutions included in the overall housing program of the University of Manitoba.

APPENDIX "A"
TABLE A-1

FORT GARRY CAMPUS
UNDERGRADUATES

	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>	<u>1963-64</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>	<u>1968-69</u>
<u>Full Time</u>									
Male	3103	3236	3654	3893	4040 ¹	4599 ²	5100	5428	5997
Female	1273	1400	1488	1683	1814	2719	3161	3295	3753
Total	4376	4636	5142	5576	5854	7318	8261	8723	9750
Females as % of total	29.2	30.2	29.0	30.2	31.0	37.2	38.3	37.8	38.5
<u>Part Time</u>									
Male	78	72	68	92	96	146	146	212	365
Female	75	89	98	58	57	124	115	148	243
Total	153	161	166	150	153	270	261	360	608
Females as % of total	49.0	55.2	59.1	38.7	37.2	46.0	44.2	41.2	40.0
<u>Total</u>	4529	4797	5308	5726	6007	7588	8522	9083	10358
Part time as % of total	3.4	3.4	3.1	2.6	2.5	3.6	3.1	4.0	5.9

1. Senior Matriculation was adopted as the minimum qualification for University entrance.
2. Elementary teacher training program transferred to the University.

TABLE A-2

FORT GARRY CAMPUS

GRADUATE STUDIES

	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>	<u>1963-64</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>	<u>1968-69</u>
<u>Full Time</u>									
Male	174	228	243	403	410	429	500	601	763
Female	17	22	26	60	54	74	83	96	143
Total	191	250	269	463	464	503	583	697	906
Females as % of total	8.9	8.8	9.7	12.9	11.6	14.6	14.2	13.8	15.8
<u>Part Time</u>									
Male	198	219	269	170	275	274	234	263	311
Female	30	46	38	32	58	62	54	58	74
Total	228	265	307	202	333	336	288	321	385
Females as % of total	13.2	17.3	12.4	15.8	17.4	18.4	18.7	18.0	19.2
<u>Total</u>	419	515	576	665	797	839	871	1018	1291
Part Time as % of total	54.5	51.5	53.4	30.4	41.8	40.1	33.1	31.5	29.8

TABLE A-3

FORT GARRY CAMPUSENROLMENT

	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>	<u>1963-64</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>	<u>1968-69</u>
<u>Undergraduates</u>									
Full Time	4376	4636	5142	5576	5854	7318	8261	8723	9750
Part Time	153	161	166	150	153	270	261	360	608
<u>Graduates</u>									
Full Time	191	250	269	463	464	503	583	697	906
Part Time	228	265	307	202	333	336	288	321	385
Total	419	515	576	665	797	839	871	1018	1291
<u>Total</u>									
Full Time	4567	4886	5411	6039	6318	7821	8844	9420	10656
Part Time	381	426	473	352	486	606	549	681	993
Total	4948	5312	5884	6391	6804	8427	9393	10101	11649
<u>Grads as % of total</u>									
Full Time	4.2	5.1	5.0	7.7	7.3	6.4	6.6	7.4	8.5
Total	8.5	9.7	9.7	10.4	11.7	11.3	9.3	10.1	11.1

TABLE A-4

FULL TIME MALES AND FEMALES BY FACULTY AS A PERCENT OF
TOTAL FULL TIME MALES AND FEMALES FOR FORT GARRY CAMPUS¹

Faculties	1966		1967		1968	
	MALES #	FEMALES #	MALES #	FEMALES #	MALES #	FEMALES #
ARTS	1232	1137	1334	1132	1558	1191
SCIENCE	1280	217	1205	246	1243	239
AGRICULTURE	372	18	388	19	391	29
AGRICULTURE(DIP)	75	-	117	-	147	-
ARCHITECTURE	268	10	307	23	346	21
COMMERCE	371	37	400	33	425	51
EDUCATION	222	729	226	694	325	943
ENGINEERING	931	4	1057	6	1156	4
FINE ARTS	61	64	55	60	60	72
FINE ARTS(DIP)	30	19	37	18	41	18
HOME ECONOMICS	-	364	-	425	-	405
INTERIOR DESIGN	40	147	37	155	34	183
MUSIC	8	21	17	26	16	27
NURSING	-	135	3	177	4	206
NURSING(CERTIFICATE)	-	24	-	37	-	34
PHARMACY	60	80	78	85	73	96
PHYSICAL EDUCATION	93	97	97	104	99	102
SOCIAL WORK	57	58	58	55	79	132
GRADUATE STUDIES	500	83	601	96	763	143
DAIRY SCHOOL			12			
TOTAL ²	5600	3244	6039	3391	6760	3896

1. Source: Registration reports of December 1966, 1967, and 1968.

2. Percentages shown on total line are the percentage of males and females in each year.

TABLE A-5

U of M COMPOSITION OF STUDENT BODY BY YEAR IN FACULTY 1967-68

Faculty	Year	MALES				FEMALES			
		Metro #	%	Non-Metro #	%	Metro #	%	Non-Metro #	%
ARTS	1	316	63	188	37	297	66	153	34
	2	338	70	149	30	273	71	116	29
	3	293	73	110	27	258	74	94	26
	4	28	80	7	20	12	86	2	14
	Total	975		454		840		365	
SCIENCE	1	307	64	170	36	72	67	36	33
	2	204	60	134	40	45	67	22	33
	3	179	62	112	38	39	63	23	37
	4	37	57	28	43	6	60	4	40
	Total	727		444		162		85	
ENGINEERING	1	205	54	172	46	-	-	-	-
	2	191	63	110	37	4	-	-	-
	3	120	65	66	35	1	-	1	-
	4	95	59	66	41	-	-	-	-
	Total	611		414		5		1	
HOME ECONOMICS	1	-	-	-	-	83	49	88	51
	2	-	-	-	-	82	68	39	32
	3	-	-	-	-	74	62	46	38
	4	-	-	-	-	1	50	1	50
	Total					240		174	
COMMERCE	1	135	81	31	19	9	90	1	10
	2	80	77	24	23	11	85	2	15
	3	93	83	19	17	6	86	1	14
	4	13	81	3	19	2	-	-	-
	Total	321		77		28		4	
AGRICULTURE	1	54	38	89	62	6	75	2	25
	2	38	34	73	66	2	33	4	67
	3	25	33	51	67	1	50	1	50
	4	15	23	50	77	3	-	-	-
	Total	132		263		12		7	
EDUCATION	1	130	63	76	37	443	67	222	33
	2	4	33	8	67	1	50	1	50
	Total	134		84		444		223	
ARCHITECTURE) INT. DESIGN) ENV. STUDIES)	1	31	37	53	63	33	42	46	58
	2	33	33	68	67	25	51	24	49
	3	27	59	39	41	13	50	13	50
	4	21	58	15	42	9	56	7	44
	5	12	48	13	52	1	-	-	-
	Total	124		188		81		90	

TABLE A-5 Continued

Faculty	Year	MALES				FEMALES			
		Metro #	%	Non-Metro #	%	Metro #	%	Non-Metro #	%
LAW	1	51	76	16	24	2		-	
	2	38	84	7	16	3		-	
	3	29	97	1	3	1		-	
	Total	118		24		6			
PHARMACY	1	8	44	10	56	8	38	13	62
	2	12	52	11	48	15	65	8	35
	3	8	53	7	47	22	92	2	8
	4	9	45	11	55	11	85	2	15
	Total	37		39		56		25	
SOCIAL WORK	1	15	54	13	46	21	64	12	36
	2	15	52	14	48	16	84	3	16
	Total	30		27		37		15	
NURSING EDUCATION	1	-		1		56	64	32	36
	2	-		-		24	71	10	29
	3	2		1		35	71	14	29
	4	-		-		29	73	11	27
	Total	2		2		144		67	
FINE ARTS) MUSIC)	1	23	56	18	44	25	62	15	38
	2	21	75	7	25	14	58	10	42
	3	21	75	7	25	20	74	7	26
	4	6	86	1	14	6	86	1	14
	Total	71		33		65		33	
PHYSICAL EDUCATION	1	23	66	12	34	20	65	11	35
	2	20	67	10	33	25	68	12	32
	3	17	57	13	43	24	75	8	25
	Total	60		35		69		31	
AGRICULTURE(DIP)	1	12	16	62	84	-		-	
	2	4	14	25	86	-		-	
	Total	16		87					
GRADUATE STUDIES									
	FULL TIME	337	44	423	56	60	50	61	50
	PART TIME	177	75	60	25	48	84	9	16
UNDERGRADUATES									
	FULL TIME								
	1	1370	59	949	41	1118	62	676	38
	2	1055	61	672	39	571	67	275	33
	3	870	65	467	35	517	69	229	31
	4	278	57	211	43	83	70	36	30
	5	12	48	13	52	1		1	
Total	3585	61	2312	39	2290	65	1216	35	
	PART TIME	165	76	51	24	133	75	44	25

TABLE A-6

U of M

STUDENT DISTRIBUTION BY AGE

1967-68

Faculty	under 21		21 - 25		26 - 35		over 35	
	#	%	#	%	#	%	#	%
ARTS	1098	42	1225	47	168	6	143	5
SCIENCE	669	47	584	41	120	9	45	3
ENGINEERING	397	39	517	50	95	9	22	2
HOME ECONOMICS	233	56	158	38	9	2	14	3
COMMERCE ACCOUNTANCY	189	44	193	45	30	7	18	4
AGRICULTURE	133	32	213	52	43	10	25	6
AGRICULTURE(DIP)	2	2	1	1	-	-	101	97
EDUCATION	350	39	344	39	103	12	88	10
PHYSICAL EDUCATION	86	44	85	44	17	8	7	4
ARCHITECTURE INTERIOR DESIGN ENVIRONMENTAL STUDIES	178	37	219	46	70	14	14	3
PHARMACY	58	37	86	55	9	6	4	2
SOCIAL WORK	40	37	48	44	21	19	-	-
FINE ARTS MUSIC	50	25	84	41	20	10	48	24
NURSING	74	34	85	39	27	13	29	14
LAW	-	-	90	61	45	30	13	9
MEDICAL & DENTAL	120	21	295	52	113	20	37	7
GRADUATE STUDIES FULL TIME	-	-	222	25	340	39	319	36
PART TIME	-	-	20	7	112	38	162	55
UNDERGRADUATE FULL TIME	3677	39	4227	45	890	9.5	608	6.5
PART TIME	26	7	136	35	107	27	124	31

TABLE A-7

U of M

RESIDENTIAL DISTRIBUTION OF FULL TIME
STUDENTS WITHIN METRO WINNIPEG

1967-68

POSTAL ZONES	Fort Garry Campus			Downtown Campus
	Metro Res.	Non-Metro	Total	
1,2,3 & 10	553	519	1072	253
4 & 14	496	163	659	72
5	118	25	143	6
6	370	249	619	53
8	313	105	418	3
9	983	566	1549	138
12	349	103	452	25
13	365	502	867	33
15	256	52	308	30
16	119	37	156	7
17	332	85	417	53
19	457	527	984	22
University Residence			1087	
20	62	14	76	3
21 & 23	56	-	56	-
22	126	40	166	2
25	91	26	117	-
29	69	75	144	8
Total	5115	3088	9290	708

APPENDIX "B"

TABLE B-1

METROPOLITAN WINNIPEG AREA - POPULATION BY MUNICIPALITY

1941 - 1966 (by 5 year intervals)

MUNICIPALITY	1941	1946	1951	1956	1961	1966
Assiniboia	1,968	2,160	2,663	3,577	6,088	19,389
Brooklands	2,240	2,728	2,915	3,941	4,369	*
Charleswood	1,934	2,688	3,680	4,982	6,243	7,373
East Kildonan	8,350	9,071	13,144	18,718	27,305	28,796
Fort Garry	4,453	5,200	8,193	13,592	17,528	21,177
North Kildonan	1,946	2,338	3,222	4,451	8,888	11,955
Old Kildonan	704	666	869	1,011	1,327	1,392
St. Boniface	18,157	21,613	26,342	28,851	37,600	43,214
St. James	13,892	14,903	19,561	26,502	33,977	39,866
St. Vital	11,993	14,674	18,637	23,672	27,269	29,528
Transcona	5,495	6,132	6,752	8,312	14,248	19,761
Tuxedo	735	677	1,627	1,163	1,627	2,480
West Kildonan	6,110	6,579	10,754	15,256	20,077	22,240
Winnipeg	221,960	229,045	235,710	255,093	265,429	257,005
TOTAL METRO WINNIPEG AREA	299,937	318,474	354,069	409,121	471,975	504,176
Manitoba	729,744	726,923	776,541	850,040	921,686	963,066
Metro as % of Manitoba	41.1	43.8	45.6	48.1	51.2	52.4

* Brooklands was amalgamated with St. James as of January 1967.
 Source: Metro Winnipeg Population Report 1966-91, Table 7, p. 57.

TABLE B-2

METROPOLITAN WINNIPEG AREA
POPULATION DENSITY BY RESIDENTIAL ACREAGE
1966

MUNICIPALITY	RESIDENTIAL ACREAGE	PERSONS PER RESIDENTIAL ACRE
Assiniboia	818.89	23.7
Charleswood	1,210.40	6.1
East Kildonan	1,224.02	23.5
Fort Garry	1,303.93	16.2
North Kildonan	724.93	16.5
Old Kildonan	91.04	1.9
St. Boniface	1,669.16	25.9
St. James	1,673.68	23.82
St. Vital	1,712.64	17.2
Transcona	673.29	29.3
Tuxedo	275.22	9.0
West Kildonan	1,104.30	20.1
Winnipeg	7,864.37	32.7
Metro Winnipeg Area	20,345.87	24.78

Source: Metro Winnipeg Population Report 1966-91, Table 13, p.66.

APPENDIX "C"

VACANCY RATES IN METRO WINNIPEG

	1963	1964	1965	1966	1967	1968
Number of units surveyed	15,000 units of est. 26,000	18,000 units of est. 28,000	18,500 units of est. 28,750	17,702 units of est. 28,420		
Downtown Winnipeg	4.8	5.9	5.4	4.1	1.5	1.0
St. James	---	1.1	2.6	0.6	0.1	3.8
Rest of Metro Area ¹	4.1	6.2	4.6	5.0	1.9	1.6
Total Metro	4.5	5.6	4.9	4.1	1.5	1.5

Survey covers buildings containing three or more dwelling units, including row housing and converted single family dwellings.

1. Includes Fort Garry and St. Vital. Separate figures not available.

Source: Annual Vacancy Report, Central Mortgage and Housing Corporation, Winnipeg Branch. Reports prepared during May or June of each year listed.

APPENDIX "D"

UNIVERSITY OF MANITOBA
REQUIREMENTS FOR STAFF HOUSING

New academic and non-academic staff are faced with a relatively saturated market near the University and thus experience difficulty in obtaining adequate accommodation at a reasonable cost. The rate of growth of Fort Garry, although rapid, from 4453 in 1941 to over 22,000 in 1968 is not sufficient to provide for the growth in University staff. During the period 1956-66 new housing units have been built at a rate of about 180 per year. (See FIG. D-1). This rate has held fairly constant during the past few years and appears to be a reasonable projection for the next five to ten years unless a special effort is made to increase the rate of development. The University staff on the other hand has been increasing at an accelerating rate of 110 in 1965, 281 in 1967 and 361 in 1968. (See Table D-1). It is obvious that at the present rate of development there are not sufficient housing units being built to satisfy the University requirements. At the same time there is a general increase in industrial activity in Fort Garry and the workers concerned would also like to live in Fort Garry. Thus we have the situation of a very rapidly expanding economy with a low residential growth in relation the industrial growth.

The above high demand for housing plus the constraining effect on development of the railroad, Pembina Highway, and the Red River have led to excessively high land costs and high housing costs, both of which have acted against the development of an adequate university residential environment.

In order to acquire reasonably priced land in order to realize the large size and acceptable cost development needed to serve the University community and the local community new approaches must be considered. It thus appears that now may be the time to cross either the railroad or the Red River in an effort to acquire the lands necessary to provide a rate of residential development in keeping with the rate of University and industrial development.

It is essential that new, low-cost housing be made available near the University. Many of the employees of the University are in the low-income bracket and cannot afford either the present high cost of housing in Fort Garry or the high cost of commuting. The competition for the existing inadequate supply of low-cost housing is extremely intense and the situation will become much worse when the new Victoria Hospital opens in 1970. Many of the employees of the Hospital are on low incomes and thus will become a part of the group of people who are faced with a critical shortage of suitable low-cost housing.

As the University enrolment increases the plight of the students is severe but so is the plight of the low-income segment of the University Staff and of the community. Thus, in developing a comprehensive Student Housing Policy, consideration must be given to the needs of all members of the community who are in competition for the existing housing stock. The low income workers must not be penalized, by high-cost housing or long distance commuting, because of an over emphasis of student needs. Social Justice demands that the needs of all be reviewed and provided for on an equitable basis.

MUNICIPALITY OF FORT GARRY
PROJECTION OF GROWTH
 (thousands)

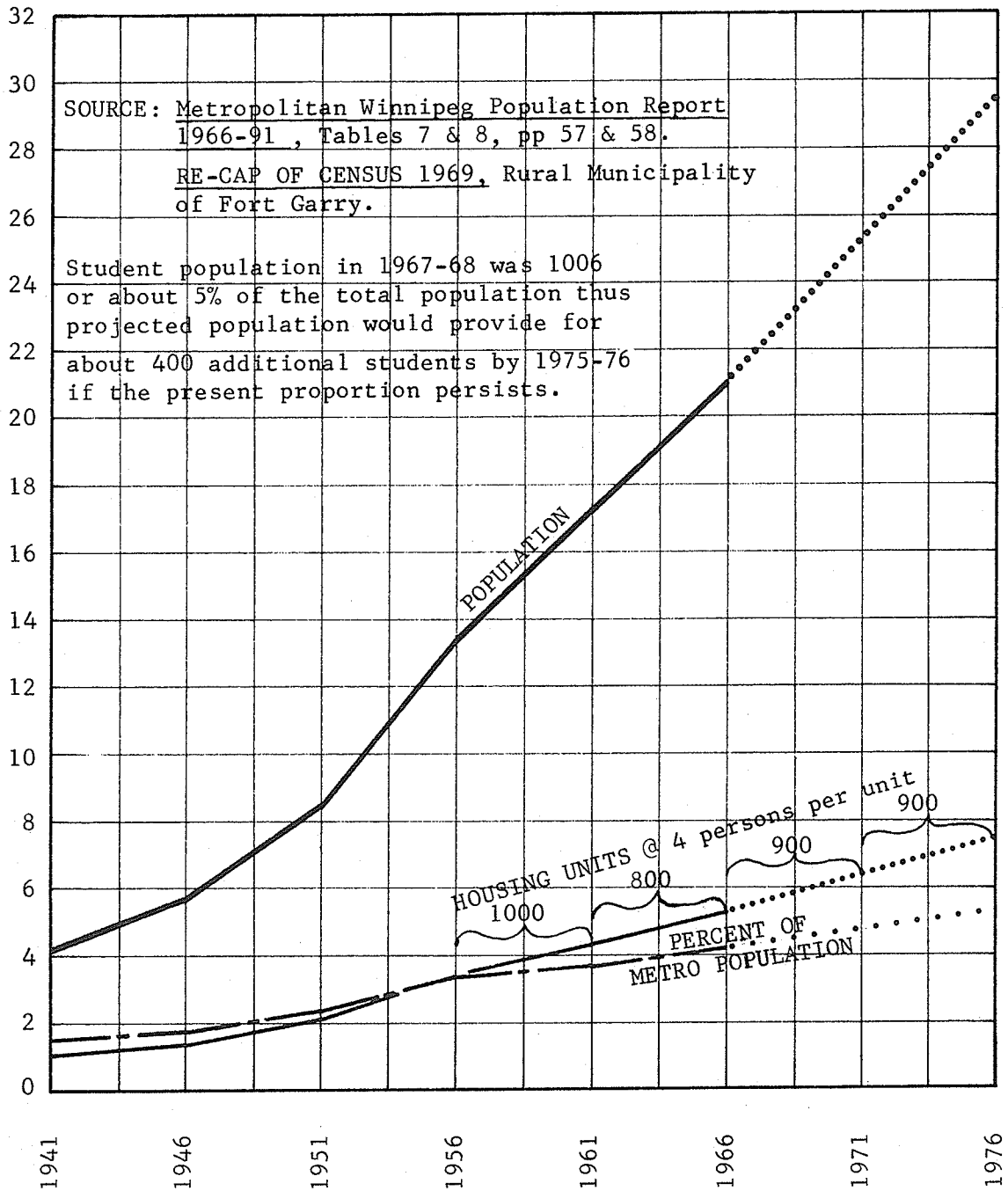


FIG. D-1

TABLE D-1

STAFF COUNT FOR FORT GARRY CAMPUS
(Full time only)

	March 1965	June 1966	September 1967	October 1968
Academic Staff	460	478	663	796
Non-Academic Staff	<u>740</u>	<u>832</u>	<u>928</u>	<u>1156</u>
Total	1200	1310	1591	1952
Increase over previous year		110	281	361

FULL TIME ENROLLMENTS

Undergraduates	7318	8261	8723	9750
Graduates	503	583	697	906
Graduates as % of undergraduates	7.0	7.1	8.0	9.3
Total	7821	8844	9420	10565
Academic staff as % of enrolment	5.9	5.4	7.1	7.5
Non-Academic staff as % of enrolment	9.5	9.4	9.8	10.8

Note: The increase in academic staff as a percentage of enrolment is primarily related to the increase in the graduate program being offered by the University. The increase in non-academic staff as a percentage of enrolment is more directly related to the rapid rate of expansion of the University which results in many staff members being almost fully occupied in planning and programing for growth rather than in normal operations.

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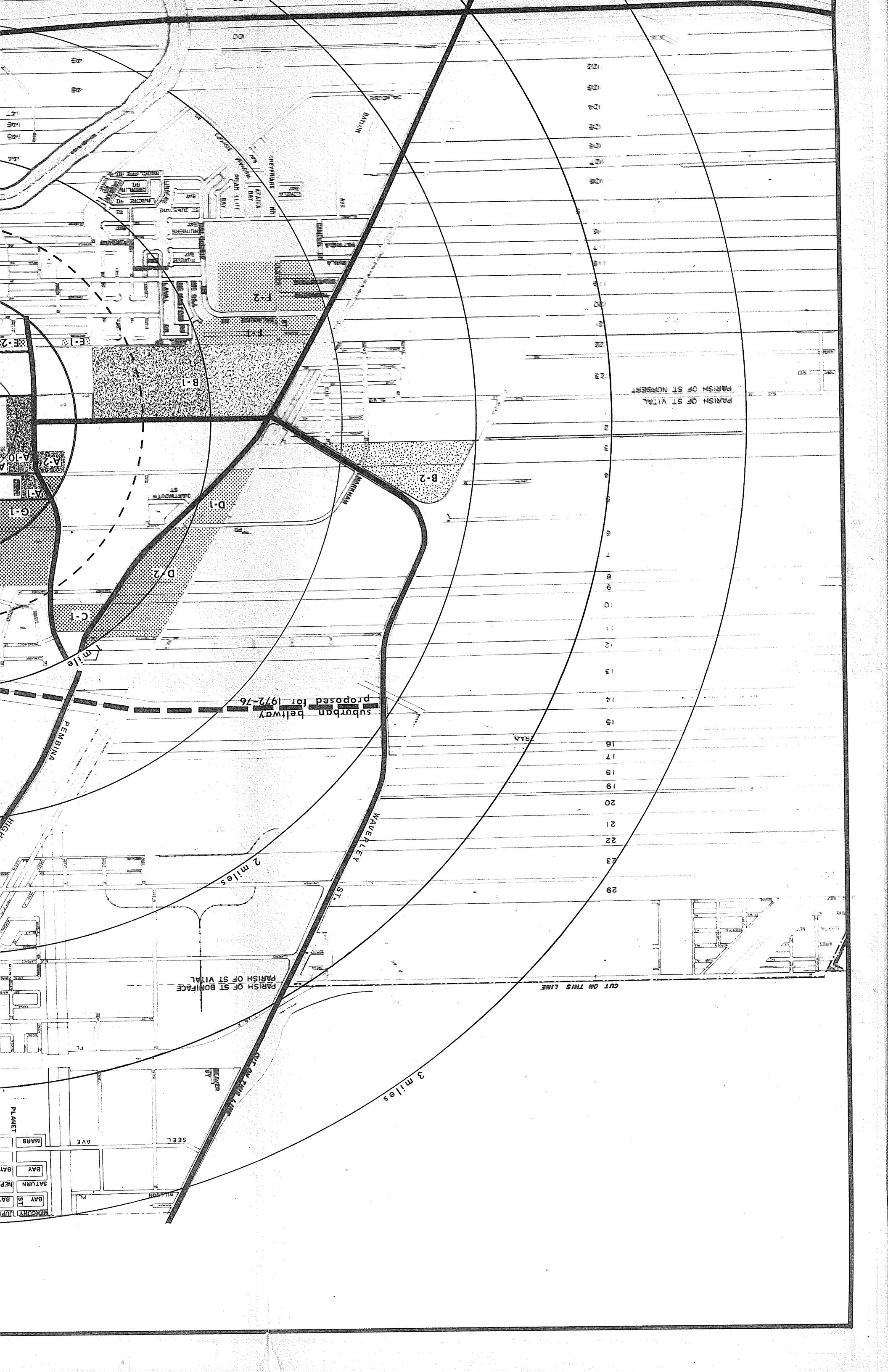
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suburban beltway
proposed for 1972-76

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PARISH OF ST VITAL

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2 miles

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PEMBINA HIGH

MANG BAY
SATURN NEP
BAY 5
MERCURY JOP
SEEL AVE
WILSON ST
MANG BAY
BAY
PLANET

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A-2
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E-2

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100

PARISH OF ST VITAL
PARISH OF ST NORBERT

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D-1

C-1

G-1

A-2

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A-9

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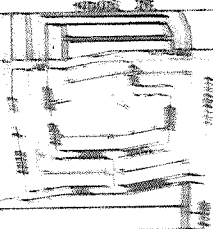
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PEREGRINE AVE

1967



JUBILEE AVE.

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WOODBURY DR

ST MARY'S ROAD

RICHFIELD ST

JOHN BRUCE RD

8 minute walk circle

PARISH OF ST. VITAL
PARISH OF ST. NORBERT

Proposed river diversion

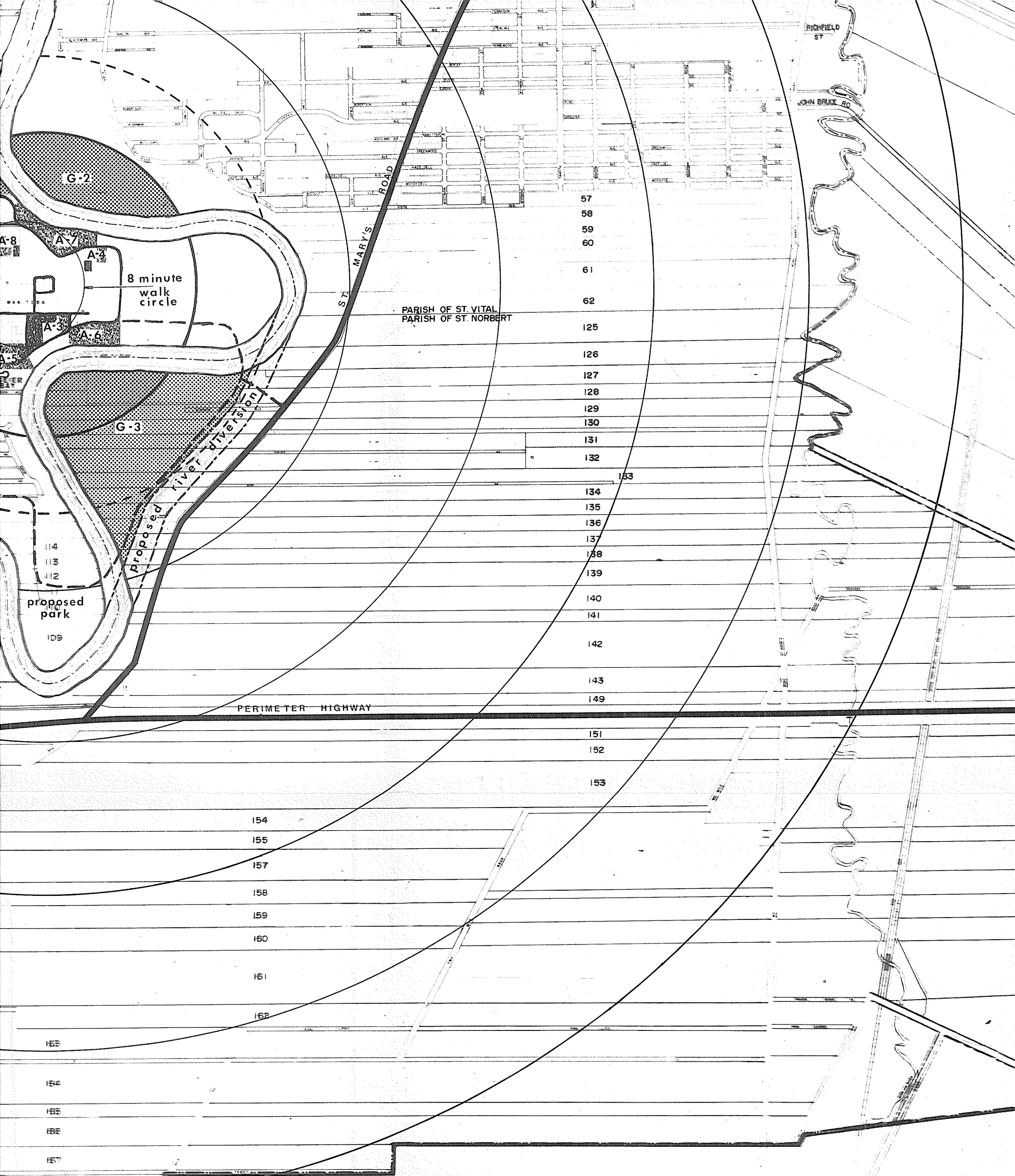
proposed park

PERIMETER HIGHWAY

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UNIVERSITY of MANITOBA AND SURROUNDING AREA

POTENTIAL STUDENT HOUSING SITES

distance to centre of campus	university owned land	privately owned land
0-1/2 mile		
1/2-1 mile		
1-1 1/2 miles		
1 1/2-2 miles		
existing residences		

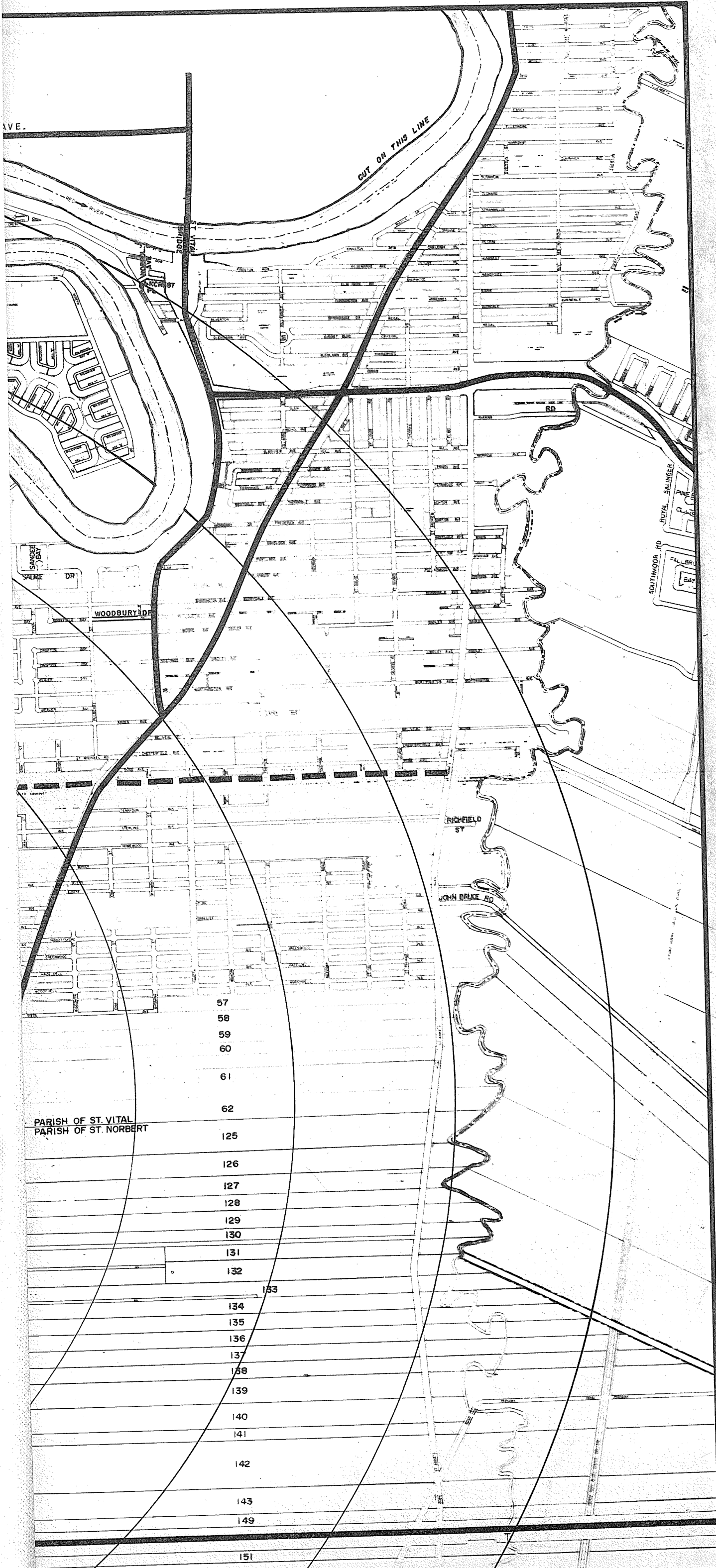
MAJOR ACCESS ROUTES

PROPOSED ROUTES

Scale: 1 inch = 1600 feet



July 1969



AVE.

CUT ON THIS LINE

WOODBURY DR

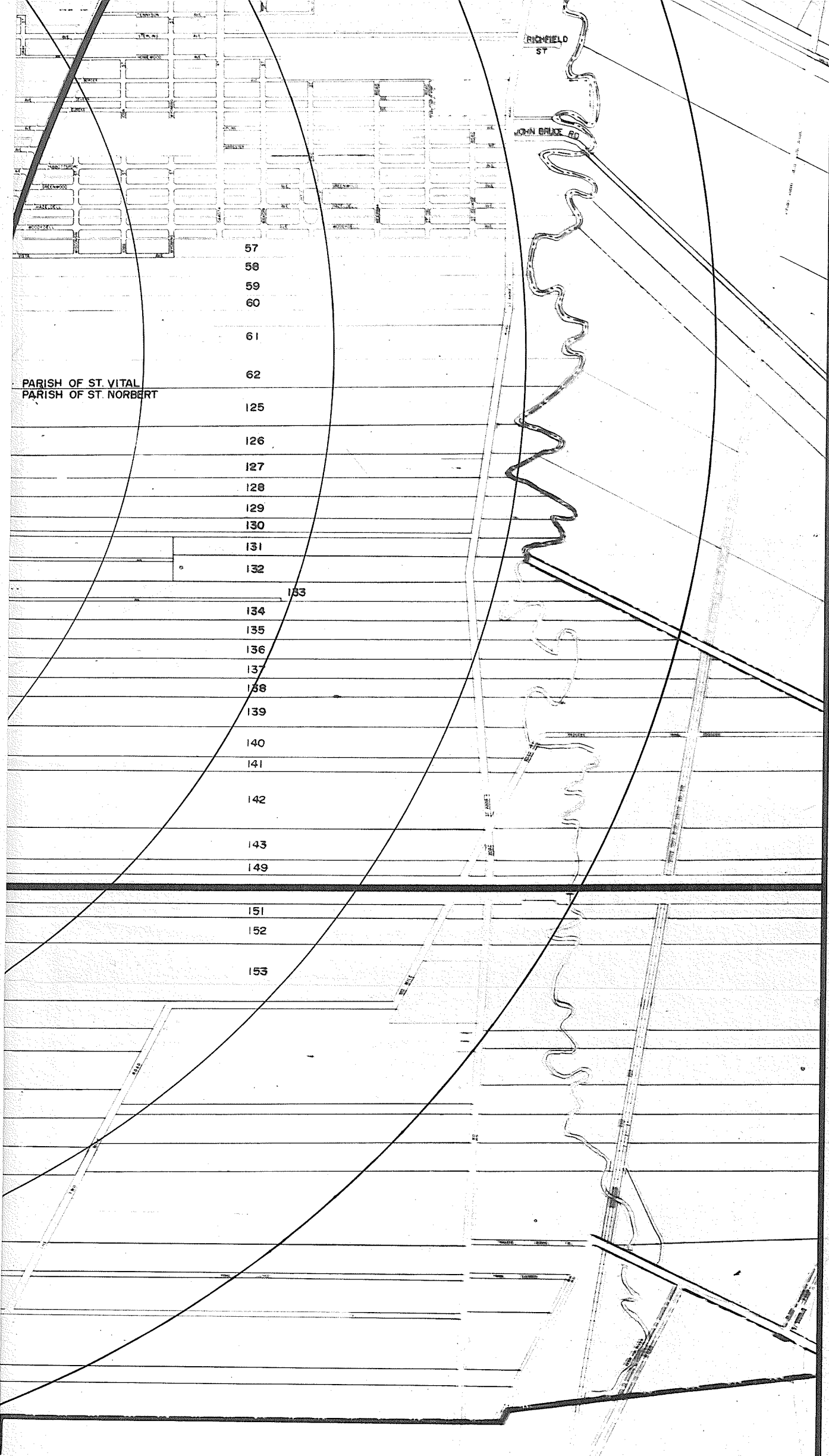
RICHFIELD ST

JOHN BRUCE RD

PARISH OF ST. VITAL
PARISH OF ST. NORBERT

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- 152

SOUTHMOOR RD
ROYAL SALINGER
PINE
CLARE
CALLER
BAY



UNIVERSITY of MANITOBA AND SURROUNDING AREA

POTENTIAL STUDENT HOUSING SITES

distance to centre of campus	university owned land	privately owned land
0-1/2 mile		
1/2-1 mile		
1-1 1/2 miles		
1 1/2-2 miles		
existing residences		

MAJOR ACCESS ROUTES

PROPOSED ROUTES

Scale: 1 inch = 1600 feet

July 1969