

UNIVERSITY HOUSING:
AN ASSESSMENT OF CURRENT
POLICIES AND PRACTICES AT THE
UNIVERSITY OF BRITISH COLUMBIA

by

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"We found few examples of residences which could be said to be truly part of a continuity of university buildings and spaces, in which living and learning were integrated throughout the whole university. In small town universities, this ideal was more often approached, particularly in the older buildings, but in the city universities student residences appeared to be erected wherever space permitted, with little attempt to make a conscious pattern, except perhaps to separate men from women."

From the introduction to a survey of contemporary university residence facilities in Canada: John Bland and Norbert Schoenauer: University Housing in Canada. Montreal: McGill University Press, 1966.

Abstract

The pressures of urbanization are felt throughout almost every aspect of Twentieth Century North American society. The gap created by the unprecedented rate of change accompanying this process between existing resources and demands has exerted a profound impact in many facets of urbanized society, certainly in the area of education. University housing is one particular aspect of education which has experienced the demanding pressures of urbanized change, largely due to the expanded role of the university in contemporary society, and the concomitant increases in enrollment this has fostered.

The intention of this thesis is to examine current trends in university housing in the North American context, and to relate these to student housing policy and practice at the University of British Columbia as a case study. From this process of analysis and evaluation, specific policy proposals and recommendations in relation to student housing at U.B.C. will be made.

The thesis hypothesizes that university housing policy at the case study level is limited by economic and quantitative considerations to the provision of accommodation on a scale largely disregarding both the diversity of student housing determinants and the larger university community as a whole, coinciding closely with housing policies at universities

elsewhere throughout the continent.

University housing trends and developments in the North American context are examined through a review of current literature in terms of their historical traditions, current reactions to the pressures of growth and urbanization, financial implications, and their relationship to the university and the city. Student housing at the case study level is examined in terms of current university housing policy, housing demand, and existing housing determinants and locational factors.

The basic conclusions of the thesis recommend greater university initiative in the establishment of a realistic and comprehensive housing policy at U.B.C., reflecting student demand as well as the broader development goals of the university itself, and suggest a method of integrating this process within the larger process of planning the university district within the context of a comprehensive development authority.

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CHAPTER I

University Housing

Introduction

Urbanized change is the child and the dilemma of the Twentieth century. Everywhere its effects are felt; they permeate throughout almost every aspect of our society, bringing man face to face with his fellow man -- technologically, culturally, and physically -- in a manner so fast and unprecedented that we, living in the midst of this change and seeking reasoned explanations of its processes, are at times rendered incapable of exercising rational control over it.

Education too, at all levels -- but perhaps most acutely at the college level -- has felt the pressures of urban change. At the beginning of this century a grade school education was considered all the cultural and intellectual stuffing a man needed to find his place in society. Today this qualification for success has soared to the acquisition of an undergraduate college degree, and even, in many cases, a graduate degree. This trend, coupled with the material and social rewards associated with a university education, and the growing financial independence of young people has resulted in an unprecedented expansion of the base of university attendance.

The rapid pace of such change cannot but have adverse effects in terms of the gap it creates between assets and demands. The conflict between university resources -- both physical and academic -- and the demands of society for qualitatively and quantitatively increased output is, for the most part,

one common to universities throughout North America. There are particular cases and unique circumstances, but the basic dilemma remains -- that of relating dwindling university resources to increasing population pressures, and secondarily of reconciling the consequences of this confrontation on the larger urban frame of reference to which the university relates.

One aspect of this resources gap particularly vulnerable to the pressures of numbers and growth is university housing and the problem of relating the university, student, and student housing to one another in a reasonably integrated fashion, allowing each to maximize its aims and requirements under conditions of expansion yet remain functionally cognizant of the larger whole -- the university, and the urban complex itself.

The problem of where the student will live, what choices are offered him, and how these relate to the university experience, i.e. that of learning, both socially and academically; how do housing alternatives relate to existing communications and transportation networks; what is their reference to the city -- as an addendum of the university community or part of the wider urban complex -- what is the significance of these relationships in terms of policy planning and formulation with respect to student housing and the urban planning process itself? These are the types of issues related to student housing I hope to investigate in this thesis.

1. Methodology

Through a review of current literature relating to university expansion and housing, this study will examine student housing in its North American context in terms of such questions as the historical traditions in student housing; the effects of rapid student growth on North American universities and their facilities, in particular their housing policies and facilities; the reaction of universities and students to the pressures of growth and urbanization, particularly in the area of housing; the financial aspects of university housing; and the relationship of the university and the city in a period of rapid expansion and urbanization.

Secondly, this study will review housing policy and practice at the University of British Columbia (U.B.C.), as a case study, in order to determine the relationship of housing in the university process as a whole and to evaluate these findings in terms of both the frame of reference developed in the literature review, and their significance to university housing policy formulation at the case study level. A good deal of data related to student housing criteria and locational determinants at U.B.C. is available.

2. Hypothesis

Student housing, at the case study level, in terms of both policy and existing supply, reflects the housing requirements of only a small segment of the university population. University housing policy at U.B.C.

tends to be based more on economic and quantitative considerations than educational, qualitative and social values, failing in any comprehensive manner to relate the student and student housing to the larger university experience. This coincides closely to the posture of university housing policies and practices at the national and North American scales.

Housing the University Student - A Definition of the Problem and Its Scope

Student housing, as a growing area of university concern and responsibility, can be seen, particularly at universities located in large urban areas, as primarily an attribute of increased enrollment. Accelerated growth represents only one aspect of the problem however, and its at times overwhelming dimensions must not be allowed to obscure the function of other considerations in order to realistically assess the situation.

Its Various Aspects

1. The Individual

First the problem of university student housing must be seen from the view of the individual who looks upon the campus and the residence as a home and a way of life, ideally providing an academic and social environment with which to interact and identify, yet preserving a degree of individual freedom, privacy, and opportunity for self initiative.

2. Priorities

Student housing, in terms of university planning and building programs, is not considered alone nor is it often given top priority. For both funds and space it must compete with the continually pressing demands of growth on the institution for greater classroom space, more faculty offices and room for administrative expansion; with requests for special facilities, often involving expensive equipment fostered by the new techniques; library expansion, and the expanding

transportation and communication networks; with scholarship and bursary funds, stepped up faculty recruiting programs, and an increasing physical operating budget -- in short, with the entire range of activities with which the university is associated and which make demands for support upon it. Clearly, housing, in such a contention and in the absence of a comprehensively planned program of expenditures, must be relegated to a position near the bottom of the list.

3. Changing University Attitudes Toward Student Housing

Here one can identify a very definite swing in policy -- particularly at urban oriented universities which have traditionally eschewed the college-residence system -- from one of laissez-faire to a food, warmth and shelter approach to total commitment.¹ This latter concept, which relates to and reflects changing moods in the philosophy of education and educators, views the university and the residence as inextricably linked together in the same process -- that of providing the individual with the optimal environmental facilities for learning and living in a positive and meaningful way.

4. Student Growth

The pressure of greater numbers certainly has had a singular impact on the policies of modern universities regarding considerations of student housing. With more and more students enrolled in today's institutions, at both the

1 Richard P. Dober, Campus Planning (U.S.A.: Reinhold Publishing Co., 1963), p. 119.

undergraduate and graduate level, housing shortages, both in quantitative and qualitative terms, have emerged as a major area of policy concern. With increased student populations a larger diversity of individuals appear -- in recent years most prominently the married student -- requiring a correspondingly diverse mixture of housing type. The problem is not simply one of providing a maximum number of housing units for a maximum number of students, but involves greater complexities, necessitating some means of gauging the needs of the population and estimating the range and type of housing units needed to meet its demands. Graduate and undergraduate, single and married, families with children, male and female -- all have varied housing needs and require different living environments. Ideally, style of living preferences must be superimposed over the entire range of this stratification as well, to introduce an element of choice and provide for the changing needs of individuals.

Concurrent with problems of university growth are problems of scale. In terms of residence design, layout, and campus orientation how will the diseconomies of scale -- physical and social isolation, structural institutionalization, the architectural colossus, the ennui of physical repetition -- be avoided?

5. The Changing Role of Education

The previous discussion relates closely to education's changing role in modern industrialized society. The actual base of university education has widened from the tutelage of a well placed few at the beginning of the century -- motivated

to the pursuit of an academic career by the subtleties of their social and economic condition -- to the edification of a positive and continually expanding base of society, the new class of managers, technologists, and specialists. Concurrently the scope of the university curriculum has expanded to include almost every field of human enquiry, whether it is of academic or practical concern, from archaeology to animal husbandry to the study of current social institutions.

6. The University and the City

Finally we must consider the status of student housing and university expansion in its broader perspective, in terms of the relationship between the university and the city. Interaction between the expanding university and the constantly changing urban frame of reference to which it relates contains, within itself, an entire range of real and potential conflicts and tensions, but also the opportunity for mutual support and reinforcement.

Much of the conflict stems from the demands of both for land and increased facilities; most universities are limited in buildable area while growth exerts constant pressure for expansion: the city too experiences these pressures and consequently neither can be satisfied -- frustration and compromise result. One specific area of conflict arises from university encroachment upon adjacent urban areas, another from the environmental deterioration of university adjacent neighbourhoods, through such devices as illegal flats, excess parking, and the conflict of suburban neighbourhood values with the vagaries of a semi-transient student population.

The university, as a moderately heavy traffic generator in the typical urban complex, can without positive planning and coordination, exert an undesired impact on the larger urban traffic pattern. Problems of municipal taxation create frustration between the city and the university because many institutions are tax free or taxed disproportionately low in terms of adjacent land uses. Finally the "ivory tower syndrome" or the traditional isolation of the university from the city and its more pedestrian problems and values has contributed a degree of antagonism to relations between the two.²

Yet the picture is not entirely bleak; through positive planning and coordination university and city can bring about constructive solutions to mutual problems, and in the process create a sentiment of interchange and cooperation. Commenting on the university's position in urbanized society, J. Martin Klotsche notes: "...it should now become a central task to understand the city, to analyze its problems, to research and comment about them, to commit university resources and enlist those of the community so that the quality of urban life can be improved."³

Thus by pairing urban needs with university resources, cities and universities, through a symbiotic process of

2 Fran P. Hosken, "The Urban University and the Urban Environment" Architecture Canada, Vol. 43, No. 10, p.48-50.

3 J. Martin Klotsche, The Urban University (New York: Harper and Row, 1966), p. 29.

interaction and exchange, can -- and are beginning to -- realize a relationship of interdependency and positive good between themselves.

Unprecedented increases in student growth appear to be the prime impetus of change in the educational field, yet the situation cannot be adequately evaluated considering this or any of its aspects in isolation: the whole is larger than the sum of its individual parts and any examination of its constituent factors must be approached with this constantly in mind. The considerations delineated above are all components of the same problem -- that of rationally sorting out and coordinating the human environment in such a manner as to create maximum opportunity for accord and reduce conflict to a minimum.

Historical Perspective: Student Housing in Canada
and the U.S.

1. Canada

University provided residences are traditionally associated with the older, small town universities in Canada, and patterned on the Oxford Cambridge model.⁴ Acadia University is a typical example of this type of college residence relationship. Specific factors combined to bring about this housing form, in particular, the limited size of the institutions, the original religious affiliations of most small colleges and their traditional systems of organization and discipline -- which led to the emergence of a learning living continuum under close supervision of the university body, and the inability of local private resources to provide adequate housing in the university area. The architecture of most small universities, particularly the older buildings, reflects these paternalistic and disciplinary attitudes.

Universities in the cities, until immediately after World War II and the great influx of veterans into the student population, felt little responsibility for housing whatsoever. Total enrollments were low; most students lived in the city with parents or relatives; those few from out of town had little difficulty finding places with private homes or boarding houses.⁵ Following World War II the sudden increase in

4 John Bland and Nobert Schoenauer, University Housing in Canada (Montreal:McGill University Press, 1966), p. 5.

5 Ibid., p. 5.

enrollment created a shortage in the private market. University administrations were forced to take temporary measures; military barracks -- the now familiar campus "huts" -- were converted to classrooms and temporary residences. This solution was adequate for a few years, until student increases once again began to create serious housing shortages. Urban situated universities slowly began to accept the responsibility of providing accommodation for at least a minimum percentage of enrollment, favoring principally the three or four story stairwell in residence design, in which a small group of rooms was clustered about the stairwell of each floor.

The most recent approach to urban student housing in Canada is the hi-rise structure, in which the horizontal corridor has replaced the vertical stairwell and elevators the stairs themselves.⁶ Again, increased population pressures, coupled with site scarcity, increased land values, and the economies of scale have forced this alternative on universities threatened with expanding enrollments on one side and increasing urbanization on the other.

John Bland and Nobert Schoenauer, in their CMHC sponsored study of university housing in Canada, found that although examples of recent university housing projects indicate a definite trend toward single study bedrooms, inclusion of men and women in the same building, courtyard experiments in low rise

6 Ibid., p. 6.

buildings, and a relative preponderance of the hi-rise tower, yet an integrated approach in terms of providing for the full range of student living and learning activities for the most part remains absent. "Most universities' policy of student housing is guided by the primary objective of providing economic shelter for a specific number of students and is limited by a program dominated by physical considerations."⁷ The survey "revealed the absence of a basic philosophy underlying most student residences,"⁸ and concluded with a plea for a balanced and comprehensive approach to the design and layout of future residences.

2. The U.S.

Similar trends appear in the history of university housing in the U.S. The small college universities of the pre Civil War era typically provided dormitory living for their students, a derivation again from the traditional English residential colleges, Oxford and Cambridge (Yale University is considered the American prototype). As the growth of institutions began to spread, particularly following the Civil War, funds for the construction of new housing became scarce; housing did not keep pace with other construction. Private boarding houses flourished in university neighbourhoods, taking up some of the excess; while campus fraternities and sororities broke from a purely social and intellectual emphasis to

7 Ibid., p. 115.

8 Ibid., p. 115.

include a quasi-hostelry approach, providing sleeping and eating accommodation for part of their memberships.⁹

New trends began to emerge in student housing on the East Coast following the industrial boom and migration shifts of the post civil war era. Private entrepreneurs provided luxurious surroundings for the large numbers of wealthy students attracted to the private universities; the Gold Coast of Harvard bordering the Charles River is considered the most exemplary of this residential type. While involving excesses of luxury and material extravagance this housing pattern contained within itself the concept of integrated functions; the Harvard Houses incorporated a total approach to environmental learning, aiming at as complete integration of student, university and residential functions and facilities as possible, marking a significant move away from the strictly shelter approach.¹⁰ At Harvard a series of plush residential buildings was created, derived from the English Oxbridge tradition, which transmitted this concept into a contemporary housing pattern, integrating living accommodation and educational facilities; Yale and Princeton Universities soon adopted a similar approach. This integrated concept, while often involving unnecessary expense, set a precedent which slowly began to filter down to institutions throughout the country, and only now, in terms of new residence planning and design, are its effects being positively felt.

9 Richard P. Dober, op. cit., p. 121.

10 Ibid., p. 128.

Following World War II, U.S. universities experienced a huge influx of veterans into the student population: existing facilities were inadequate; more housing was called for. Title IV of The Federal Housing Act of 1950 provided low interest long term mortgages for campus housing and related facilities; by 1955 70% of U.S. institutions had taken advantage of this federal program.¹¹ Large volumes of housing were constructed during this period, many of them temporary facilities, as in Canada. Recent trends in the U.S. in terms of new techniques and design concepts -- the hi-rise residence, the single room etc., -- parallel those in Canada, but again, an integrated approach to university and residential functions is, in the main, evident only in fractional and incomplete form.

In short the traditional North American attitude to university housing has first been one of control, stemming from the small college and its religious and disciplinary traditions, and secondarily, and only now becoming influential, diversity -- the concept of the residence hall as an academic and intellectual as well as a social and disciplinary organization, implying integration into the overall educational program.

¹¹ Ibid., p. 128.

Student Growth

The problem of creating adequate student housing is not only complicated by the great increases in the actual numbers of students, but by a more varied and diverse student population as well. In 1957 there were 82,000 full time students in Canada, 200,000 in 1963, and 400,000 predicted for 1972; these figures represent respectively 5%, 10%, and 15% of the 18 to 24 age group. There has been a 20 to 30% increase in the female portion of the student body in the last 15 years, as well as relative increases in the numbers of married students and older students.¹²

In American universities and colleges there were 4,118,000 degree students enrolled in 1964; this was expected to increase to 7,000,000 by 1970 and 8,500,000 by 1975. The U.S. government estimated that between 1964 and 1972 \$19 billion in education expenditures must be made in order to maintain existing standards. To accommodate additional growth to 1975 construction of new facilities equal to twice the amount of existing facilities would be necessary.¹³

Since 1951, the student population in the U.S. has doubled (1963); accompanying this is an increase in the 18 to 21 age group (24% in 1951, 37% in 1961). Significantly more women and married students* are enrolled in U.S. colleges,

12 P.E.H. Brady, "Student Housing in Perspective", Ontario Housing, Vol. 13, No. 1., p. 14-16.

13 Bricks and Mortarboards (New York: Educational Facilities Laboratories, Inc., 1964), p. 7.

* at larger U.S. colleges, approximately 25% of the enrollment is married (Richard P. Dober, op.cit., p. 9).

and their percentages are increasing, affecting the university not only in terms of its housing supply and associated facilities, but introducing changes in course curriculum and class make up.¹⁴ A recent national survey of housing practices at universities in the U.S. found that 72% of the institutions surveyed provided university owned housing; private universities provided on the average 28% more housing for their students than public institutions (65% versus 37%). Twenty-eight percent of the universities surveyed planned to increase housing in 1968-69, by an average of 257 beds (national net: 151,000 beds*); 28% of the institutions provided married housing facilities, an increase of 7% from the previous year, due, it is felt, to a younger marrying age and the increased number of ex-servicemen with families attending university.¹⁵ Small enrollments (1,000 to 2,499) were associated with greater per capita housing, while average housing fees increased with size of institution.¹⁶

Assuming universities will provide housing for at least these present enrollment percentages, it has been estimated that average expenditures of \$200 million per annum must be made over the next 10 years to maintain this level.¹⁷

14 Richard P. Dober, op.cit., p. 9.

15 Dennis W. Binning, "College Operating Practices Analysis" College and University Business, Vol. 43, No. 3, p. 66-73.

16 Ibid., Vol. 45, No. 3, p. 52-59.

17 Harold C. Riker, Planning Functional College Housing (New York: Bureau of Publications, Teachers College, Columbia University, 1956), p. 2.

* This is a decrease from the 172,000 beds projected the year before.

Finance

The first residential buildings at universities in Canada and the U.S. were dependent upon private donations and gifts as their prime source of funds, a tradition continued more or less successfully until the great increases in student growth of the last two decades necessitated some form of public subsidy. Almost all university associated housing is sponsored by the federal government in Canada today;¹⁸ in the U.S. 90% of all student housing is federally supported, while 10% relies on donation or the intervention of private capital.¹⁹

Part VI A of The National Housing Act of Canada provides 90% mortgages at 5-3/8% for terms up to 50 years through the Central Mortgage and Housing Corporation for the construction and maintenance of university student residences, with a ceiling of \$7,000 per unit. As an indication of the extent of federal commitment in this area, a recent CMHC* advertisement declared that 50,691 students live in publically financed residences throughout the country. With most mortgage financed residences the carrying charges (about \$350 per annum on a \$7,000 housing unit with a 90% mortgage) are passed on to the student pushing the average annual residence fee in Canada over \$700.²⁰

18 Howard Adelman, "Housing The University Student" Ontario Housing, Vol. 11, No. 5, p. 4-7.

19 Bricks and Motarboards, op.cit., p. 125.

20 Howard Adelman, op.cit., p. 4-7.

* In 1968 C.M.H.C. awarded \$100,000 to the Association of Colleges and Universities for the study of student housing in Canada.

Similar provisions exist in the U.S. under the terms of Title IV of The National Housing Act to supply federal loans for the construction and support of university residence buildings.²¹

The use of private capital is viewed by some U.S. universities as a means of avoiding use of capital funds while at the same time securing adequate housing facilities. Under such an arrangement, student housing is built off campus by private investors who obtain their funds mainly from insurance companies and pension funds. Facilities that have been built under this type of scheme are intended to attract the more affluent student, and contain sufficient luxuries to accomplish this; rents are correspondingly higher than on campus rates (by at least 25%), but investors and administrators reason that this will leave more college and lower rental housing available to the student with fewer financial resources. A lease option usually accompanies the arrangement, under the terms of which the university leases the building from the developer, avoiding use of capital funds or the making of a down payment; the university takes title of the building after 12 to 25 years, at which time it becomes an income producing asset.²² Six privately financed dormitory buildings have been built at the University of Wisconsin in the period 1920 to 1960, while at the University of Texas and the University of

21 Richard P. Dober, op.cit., p. 128.

22 "Investors Move into Dorms", Business Week, November 6, 1965, p. 47-50.

Houston, successful experiments were made with low cost private enterprise buildings;²³ 7.5% of American colleges responding to a survey of housing practices reported the existence of privately developed housing on campus; 52 universities revealed they had plans to utilize private enterprise in the building of housing in the near future.²⁴

In many cases the same university determined regulations regarding student organization and discipline apply to these buildings as to on campus housing, however the student's dormitory experience is for the most part isolated from the university experience. Investors consider this a rich new market with high profit potential.²⁵

23 Bricks and Motarboards, op.cit., p. 123, 128.

24 Dennis W. Binning, op.cit., (Vol. 45, No. 3), p. 52.

25 "Investors Move Into Dorms", op.cit., p. 47-50.

Recent Developments in Student Housing

1. Design Concepts

Design plays a large part in how effective the residence is both as a place to live and a reflection of the academic community to which it relates. New design techniques -- most prominently variations on the high rise tower -- are attempting to raise standards of environmental design in increasingly urbanizing campus circumstances.

Circular residence towers were built under conditions of site scarcity and high density at the University of Pittsburgh, achieving maximization of site space yet retaining the impression of space and an open view.²⁶ Maximum use of interior space resulted in placing the rooms around the perimeter of a central service core. The house system was retained throughout the buildings, each house being allocated three floors, the middle one serving as an activity and recreation area; to preserve social and spatial unity, the elevators stop only at this level in each house. In this project and others (University of Colorado) full scale student occupied mock ups were used to determine the effectiveness of design specifications under actual use.²⁷

26 J.C. Langstaff, "Circular Residence Towers Retain Student House Plan" College and University Business, Vol. 38, No. 1, p. 42-45.

27 Chester N. Winter, "Full Scale Model Gives Room a Trial Run" College and University Business, Vol. 37, No. 6, p. 47-49.

At the University of Michigan a new three unit residential complex incorporates classroom, library, and recreational facilities with residential functions; instructors and advisors have offices in the co-educational buildings. The situation appears to have created a greater degree of student to student and student to faculty interaction, informalizing both academic and social relations; 95% of the students in the project recommended it for first year students, and felt it has resulted in increased use of existing facilities.²⁸

A similar example of academic learning and living in an integrated structure is being developed in the New Arts College of the University of Manitoba in Winnipeg. Here students will live and study in an informal atmosphere reinforced by the architecture and layout of the building; provisions have also been made to house faculty and administrative offices in the structure.²⁹

Design has been influential in the layout of rooms as well; the single study bedroom has become the new standard in Canadian university residences.³⁰ Increased space, more individual and uniquely designed furniture, carpeting and lounge facilities characterize the new approach to dormitory living on campus.

28 Leroy A. Olson, "Students Live and Learn in Residence Units" College and University Business, Vol. 38, No. 3, p. 73-75.

29 John Bland and Nobert Schoenauer, op.cit., p. 119.

30 "Luxury Living on Campus" Canadian University, Vol. 2, No. 4, p. 28-33.

2. Housing Cooperatives

One way of avoiding high rents yet maintaining a university oriented atmosphere together with a degree of student autonomy is the cooperative residence. The student owned and operated Campus Cooperative Residence, Inc., at the University of Toronto provides residential facilities for 450 students in 31 converted houses around the campus at 75% of the regular university residence fee.³¹

The Waterloo Cooperative Residence is another example where low capital and operating costs have been taken advantage of. A high rise tower was constructed by the Cooperative: capital reductions were made through skimping on luxuries and reduction of floor space -- measures which were pre determined by the students themselves -- while savings in operating costs were achieved by allowing students to contribute one to four hours a week to maintenance work, and assume management responsibilities of the building. Not only were economic savings realized, resulting in lower per student rates, but a sense of community and social responsibility was created.³²

Another type of cooperative resulted in lower housing costs and better facilities for students at the University of Saskatchewan in Saskatoon. Because of inadequate transportation students were forced to accept costly poor quality

31 Howard Adelman, op.cit., p. 7.

32 Ibid., p. 7.

housing near the campus until a student organization decided to charter city buses and set up its own routes, bringing the cheaper and better quality housing within campus range.³³

Student Housing Cooperatives exist at both Saskatoon and Regina Campuses of the University of Saskatchewan; the cooperative in Regina operates 7 converted houses, accommodating 84 students, while the Saskatoon cooperative recently purchased an apartment building providing accommodation for 56 students at rates 20% lower than those charged for on campus housing.³⁴

Similar to both the Toronto and Waterloo cooperatives is the student cooperative association at the University of California, Berkely, which operates 8 halls housing 4% of the university's undergraduates. Fees are comparatively less than those of the university. The association recently constructed a new co-educational residence building incorporating recreational facilities; it formerly used renovated houses as its halls.³⁵

3. Cluster Design in Canadian Campuses

A recent trend toward a cluster type of development incorporating the residential college has been observed in some of the newer universities across Canada,³⁶ particularly

33 "Students Make Success of Coop Bus Service" Canadian University, Vol. 2, No. 6, p. 74.

34 Joan Thomas, "The Housing Crisis on our Campuses" The Green and White, Winter 1968, p. 2-3, 7, 12.

35 "Coop Builds Co-ed Dormitory", Progressive Architecture, Vol. 48, No. 9, p. 142.

36 Harriet Law, "The Cluster Campus and Its Cost" Canadian University, Vol. 1, No. 5, p. 20-23, 31.

at the University of Saskatchewan at Regina, University College at the University of Manitoba, Trent University, York University, and the University of Guelph. This cluster arrangement is encouraged, for one reason, by the growing number of out of town students attending universities in relatively small urban areas which are not capable of providing the accommodation these numbers demand. Reinforcing this fact is the increasing number of graduate students, the majority of whom are from outside the university area (the Canadian Association of Graduate Schools has recommended that residential accommodation be provided for 75% of the graduate students not resident in the urban area with which the university is associated). These enrollment pressures are coupled with a desire to avoid over centralization, to keep the learning and living activities together and to avoid an impression of institutionalism and the alienation this can foster.

The program at York calls for 12 colleges with 1,000 students each, 25% of whom will be provided on campus housing. At the Regina Campus of the University of Saskatchewan, each college is designed to accommodate 800 students, each providing residential facilities for 200 students, made up of a thorough cross section of age and faculty groups. Each college building will have its own lounge, recreation and food facilities; twenty to twenty-five faculty offices will be located in each.

At Guelph, 80% on campus student accommodation is being contemplated because it is felt the city would be unable to support even 50% of the student body in terms of

off campus housing. Six main housing areas are to be developed, four undergraduate, one graduate and one married; each undergraduate centre is to consist of 10 halls of 225 students each, while the co-educational graduate centre will accommodate 800 students; the married centre will contain 1500 units. Total on campus population is expected to reach 12,000 by 1980.

4. The House System

The house system of residence organization is used extensively throughout North America and has been favored in many new residence projects, particularly at larger universities.³⁷ It provides the student with a social frame of reference that is physically reinforced; its scope depends on the degree of administrative organization and the physical environment itself, but most university administrators would agree that the system assures the student a basic social identity -- i.e. identity at a basic level involving personal face to face contact and relatively intimate relations with a small number of individuals -- yet relates him to the larger whole, the university itself. In combining small units, each part of a whole, with similar units and larger wholes, the house system attempts to provide a degree of individual privacy within readable social terms of reference.

37 John Bland and Nobert Schoenauer, op.cit., p. 10.

5. Government Activity in Student Housing

Government has been actively concerned in some parts of Canada in areas of university housing other than strictly financial matters. The Ontario government established the Ontario Student Housing Corporation in August of 1966 to provide housing for single and married students at Ontario universities; its staff is provided by the Ontario Housing Corporation.³⁸ Working through CMHC mortgaging the Corporation leases on campus sites for single student housing over which the university retains managerial and administrative responsibility, while making periodic payments of principal and interest on the capital debt to the Corporation. The Corporation administers off campus housing for married students, for which the university enters a 50 year rental agreement with the Corporation; the university retains selection and priority responsibilities over these units.

Since 1966 the Student Housing Corporation has entered negotiations with most of the provincially assisted universities in Ontario; among its projects are the University of Guelph (accommodating 1600 students), the University of Toronto (over 700 married apartments), York (175 students), Lakehead University (480), and the University of Western Ontario (1603 students). Thirty-three hundred more units are in the planning stage.

38 P.E.H. Brady, *op.cit.*, p. 14-16.

Amendments to the National Housing Act in November 1966 permitted the Ontario Student Housing Corporation to secure mortgage loans from CMHC for the provision of student accommodation at post secondary institutions other than universities. In addition to the activity of the Student Housing Corporation, the Ontario Department of University Affairs has conducted a survey of existing university accommodation in the province, and made projections of future demands.

A private institution active in many facets of higher educational research in the U.S. is Educational Facilities Laboratories Inc., a non-profit organization established by the Ford foundation.³⁹ It has estimated as an average cost for the construction of reasonably good quality college housing in the U.S. \$5,000 per unit.

39 Ibid., p. 16.

The Urban-University Relationship and University Housing

The city and the university share a common environment but often hold opposing views in relation to its present status and redevelopment potential. The university as a centre of influence within the city, exercises a profound impact on surrounding neighbourhoods, in terms of traffic generation, parking requirements, demand for off campus student and faculty housing, fraternity and sorority houses, apartments and rooming houses, shopping and recreational facilities -- factors which often conflict with the status quo preservationist sentiments of the typical single family neighbourhood.⁴⁰

The friction between university and city rising out of conflicting development goals and expansionist policies has, in some cases in the U.S., been reduced by strengthening the positive aspects of the urban-university relationship through such university initiated activities as urban renewal projects and the establishment of joint research centres and studies.⁴¹ Section 112 of the U.S. National Housing Act gives universities the opportunity to use Federal urban renewal funds for the acquisition and clearance of nearby blighted areas (this doesn't apply to new construction however), if they are redeveloped in coordination with city renewal plans. Over

40 American Society of Planning Officials, Planning Advisory Service, University Zoning Districts, Information Report No. 178, October, 1963 (ASPO, Chicago).

41 David B. Carlson, "Town and Gown" Architectural Forum, March 1963, p. 92-95.

90 universities have taken advantage of this scheme since its inception, contributing an additional \$260 million to urban renewal spending.⁴²

The Illinois Institute of Technology, through its expansionist program, has stimulated environmental improvement in its once blighted environs, resulting in new housing, stores, schools, recreation areas and a hospital, as well as staff and student housing.⁴³ Elsewhere in Chicago, the Southeast Chicago Commission of the University of Chicago, working closely with the Hyde Park-Kenwood Community Conference, a grass roots neighbourhood organization, has encouraged the location of faculty, staff and student housing in the neighbouring residential areas as one means of improving environmental standards. In adopting an attitude of conservation and rehabilitation, the Commission has experienced varying degrees of success and failure in its attempts to introduce stability in the surrounding areas; deterioration has been stemmed in some zones but much resident opposition to the university's expansionist policies has been aroused in others.

The West Philadelphia Development Corporation, co-sponsored by the University of Pennsylvania and other Philadelphia institutions, aims at incorporating rehabilitation and conservation policies into its redevelopment program

42 K.C. Parsons, "Universities and Cities: The Terms of the Truce Between Them" Journal of Higher Education, Vol. 24, No. 4, p. 205-216.

43 Ibid., p. 205-216.

and, working through citizen participation groups, binding the academic institutions and adjacent neighbourhoods into a more closely knit community.⁴⁴

Trent University at Peterborough, Ontario, while accommodating two-thirds of its student body in residential colleges, plans a village as a link between the university and the community, providing services to both in the form of a theatre, art gallery, and related facilities.⁴⁵

Clearly, there are advantages to both city and university in coordinating policies to bring about greater environmental compatibility. Such programs can stem deterioration, allow the creation to some degree of a resident community of faculty and students with adequate environmental standards in close relation to the university itself; more city residents have access to the university, while economically a large reduction in renewal cash requirements (under the U.S. Housing Act) is realized to the city, freeing these resources for improvements elsewhere. University housing, if considered as a functional component in such development programs, can fill an important role in bringing about these ends, as well as realize substantial gains in terms of its own goals.

44 David B. Carlson, op. cit., p. 92-95.

45 R.J. Thom, "Trent University Peterborough, Ontario" Architecture Canada, Vol. 43, No. 10, p. 44-47.

Summary and Conclusions -- Housing Policy and Educational
Philosophy

In surveying developments in the area of student housing both historically and in terms of recent trends, it becomes evident that there has emerged no single approach which articulates the changing pressures and demands of housing the university student, nor any definite and positive commitment on a scale larger than the isolated or experimental case which links the functions of residence living with those of the academic experience. Financially the university housing boom of the last two decades in both Canada and the U.S. appears to be linked more closely to the financial commitments of the federal governments than to an intensified university commitment to educational values, bearing little relation in any comprehensive or definitive form to education policy. The gap between demand and resources has generally been recognized, but little in terms of concrete policy decisions, treating housing as an on going component of the university experience, has been brought forward.

In the face of this, one might ask why housing? Does a university commitment to education also commit the institution to the business of housing; could not the private market provide adequate solutions, particularly in light of the tremendously increasing pressures from all sides on the university administration for increased classroom and research facilities, faculty expansion, transportation networks, etc.?

If the educational process is viewed as a thing distinct and independent of that of the residential experience, perhaps this would constitute a viable alternative to university provided shelter. On the other hand, if the educational philosophy of the university stresses the continuum of learning and living activities as integrally unitary in form and function, with the residential facilities committed to a position of mutual support and reinforcement vis-a-vis the educational and social activities of the campus, what theoretical alternative is there to a strong university commitment to some form of housing intimately and functionally related to the formal educational process itself?*

One argument against the market approach to student housing irrespective of educational philosophy, focuses on the limited financial resources of most students; in a free and competing housing market, many students fare badly, if not in terms of quality, simply in terms of distance, because of their inability to afford higher priced university adjacent accommodation.

The editors of The Architectural Review in a recent survey of the contemporary university note that the first

* In a 1956 survey of college housing in the U.S., deans were asked if they favoured the accommodation of as many students on campus as possible; for institutions of less than 1000 population, 83% replied yes; at universities of 1000 to 5000, 89% said yes; over 5000, 61% said yes if this were possible. (Byron C. Bloomfield, "College Housing" Bulletin of the American Institute of Architects, July-August, 1956).

function of a university is to create a student body; the second to provide an environment in which it can flourish, coincident to the corporate and individual circumstances of the student body.⁴⁶ With this in mind then, it is possible to reflect that ideally, the physical environment, if significance is to be granted to its existence at all, must be recognized as an influence on the academic climate, and so manipulated as to reinforce its values and structure. Conversely, the university must determine its educational philosophy in relation to environmental factors -- the community, adult education, commuting, the accommodation of autos on campus -- and housing, and articulate these relationships in terms of the learning process.

Once determined these relationships must be viewed as an integrated whole in terms of their environmental context -- the university and the city -- and as a framework, flexible and responsive to change, around which to develop goals and formulate policy. Housing, as a part of this larger experience, cannot be considered in isolation but must be evaluated in its proper perspective, as a reflection of the whole to which it relates.

46 The Editors "The Universal University" The Architectural Review, Vol. 134, No. 800, p. 283-286.

CHAPTER II

University of British Columbia -- A Case Study in Student Housing

This chapter examines student housing at the University of British Columbia, both in terms of existing policy and facilities, and data reflecting student housing determinants and preferences. Evaluations will be made at the case study level first in terms of current development and policies at U.B.C., and secondly in relation to concurrent trends at the national and continental levels. From this process of analysis and evaluation some specific policy proposals and recommendations in reference to student housing at U.B.C. will be outlined, and comments made on their relevance to university housing on the larger North American scale.

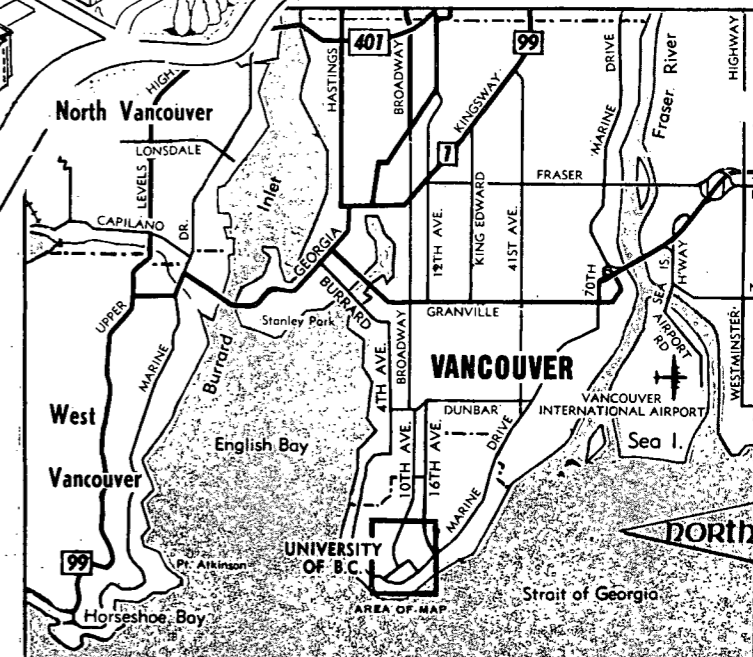
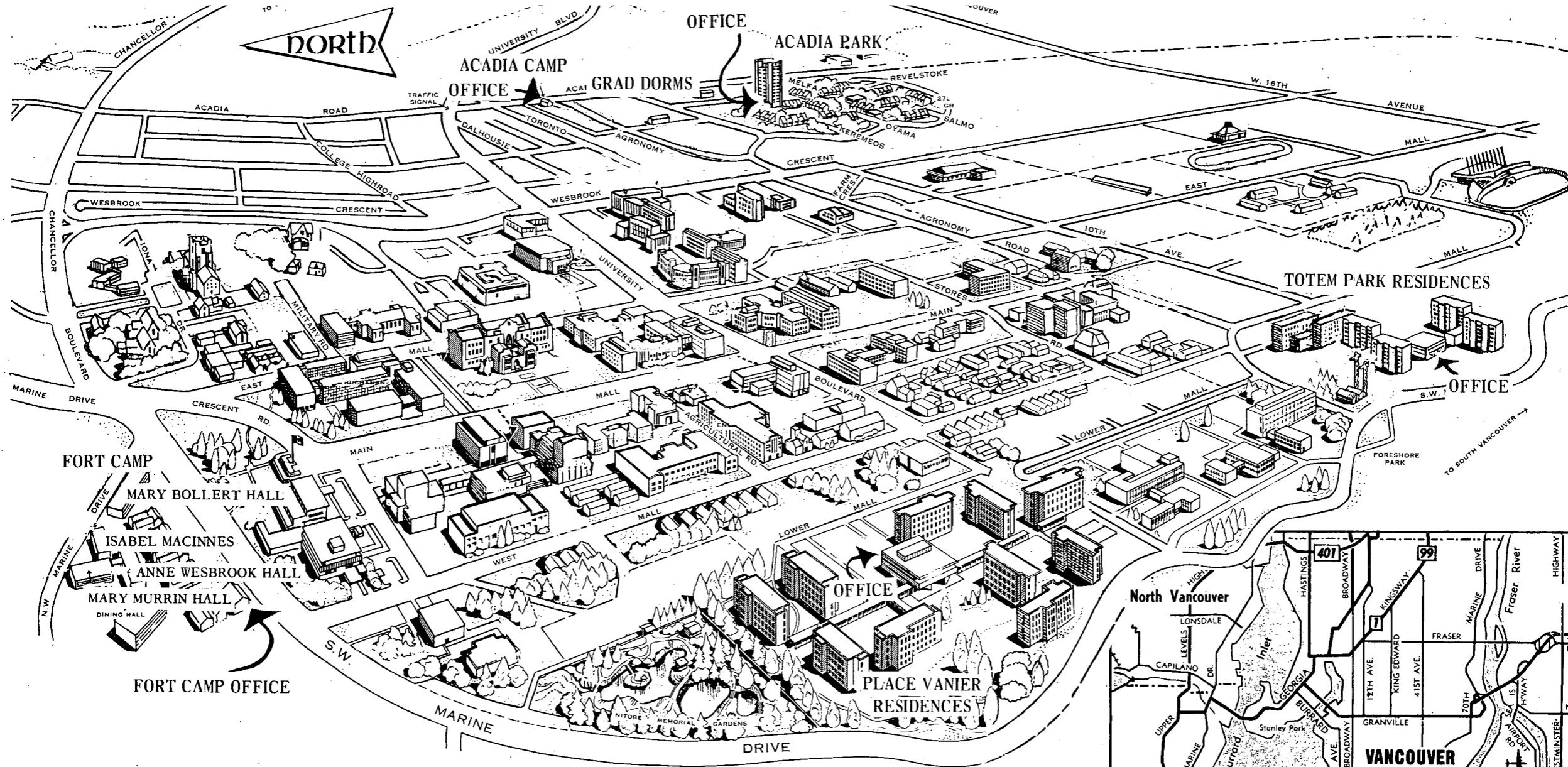
Information regarding housing at U.B.C. was obtained from an extensive survey on student housing conducted in the spring of 1968 by the Alma Mater Society, the student representative body of the university. Seven thousand questionnaires were mailed to U.B.C. students, covering basically every aspect of student housing; married students were sampled more heavily than single students (questionnaires were sent to every married student, one of every three single students), essentially because the small size of the married population relative to the single population rendered sampling inadequate for purposes of sub-grouping and classification. It has therefore been necessary to separate data for single students

from those applying to married students for most questions; it was assumed initially that housing choices and characteristics would be substantially different for both groups. A 55% response was obtained.

The University

The University of British Columbia is located on the University Endowment Lands, a high elevation of land to the west of Central Vancouver overlooking the sea. The climate in the Vancouver region is moderate, with a considerable amount of rainfall throughout the academic year. The University Endowment Lands, an area of approximately 2500 acres, constitute a land trust enacted by the provincial government which falls jurisdictionally beyond the boundaries of the City of Vancouver. This area is bounded by English Bay and the Strait of Georgia on three sides, and abuts the western most edge of Vancouver on the fourth. The Endowment Lands are virtually undeveloped except for the university itself, a small residential area, and a beachfront roadway running along its perimeter, giving access to public beaches on the north side; the campus faces the sea at the western most tip of the peninsula, separated from the city proper by heavily wooded areas. (Figure 1)

This temporary sanctity is threatened on the one hand by university expansion, which in the past has acquired unrestricted room for development, and urbanization on the other -- plans already exist for the development of a number of low and



the university campus

high density residential subdivisions and auxiliary commercial and recreational facilities for the entire undeveloped area of the Endowment Lands.

The layout of the campus basically places residence and parking facilities at the perimeter, focusing upon the more centrally located academic buildings. Principally because of its location on the western limits of the city, U.B.C. is poorly served by public transit.¹ This is reflected in the fact that the private auto (hitchhiking and car pooling in addition to owner use) accounts for approximately 80% of student commuter trips.² Clearly, for students living off campus, the automobile is the main transportation mode.

U.B.C. is strongly committed to accommodation of the auto, providing approximately 9,000 ground level parking spaces on campus.³ A peripheral roadway system is being developed which is intended to allow free pedestrian circulation throughout the central campus.

In terms of student growth and increased numbers of married students, trends at U.B.C. appear to parallel those elsewhere. Enrollment has surpassed the 20,000 figure while the estimated daytime population of the university is over 23,000 -- in terms of urban population, the sixth largest centre in the province.⁴ Of the thirty-two cities in the

1 V.S. Pendakur, Trip Generation Characteristics of Canadian Universities, Preprint of Proceedings, Canadian Good Roads Association, Toronto, 1968, p. 7.

2 Ibid., p. 8.

3 V.S. Pendakur, Ibid., p. 7.

4 Clive Cocking, "The Campus Plan", U.B.C. Alumni Chronicle, p.7.

province defined by the 1966 census, only 5 -- Vancouver, Victoria, New Westminster, North Vancouver and Prince George -- had populations larger than that of U.B.C. (7 District Municipalities also exceeded this figure).⁵

Five year projections indicate that enrollment will increase from 20,000 in 1969 to 34,000 by 1974, the same percentage increase which occurred in 14 years between 1953 and 1967.⁶ Assuming the continued growth of other institutions of higher learning in the province, population increases at U.B.C. are expected to continue at a rate of 2,500 a year during this period. Table 1 shows increases in gross enrollment over the last 5 years; until 1967-68, enrollment increased by approximately 1000 each year, then rose to 2,000 between 1967-68 and 1968-69.

Table 2 indicates an increase of 1.1% of all married students in 1968-69 over the previous year, encompassing 16.7% of the total student population; 55.5% of married students in 1968-69 had no children, a 5.1% increase over 1967-68 (Table 3). These trends would seem to indicate a reflection of the larger North American tendency among students to marry sooner* and at a younger age. The highest percentage of married students occurred in the graduate and professional schools.⁷

5 B.C. Facts and Statistics, Bureau of Economics and Statistics, Department of Industrial Development, Trade and Commerce, Victoria, B.C., November 1967, p. 59-60.

6 The Vancouver Sun, December 2, 1968.

7 Summary of Student Statistics, 1968-69 (UBC Office of Student Services), p. 15.

* i.e.: before entering the job market.

Table 1

Gross Registration at U.B.C.
1964-1969

1964-65	15,489
1965-66	16,337
1966-67	17,219
1967-68	18,310
1968-69	20,332*

--Source: U.B.C. Summary of Gross Registration by
year of program, faculty/school, p. 15 B.

* Source: Vancouver Sun, December 2, 1968.

Table 2

Increase in percentage of married students in total student population at U.B.C., 1967-68 and 1968-69.

	1967-68	1968-69
Married Men	17.9%	19.3%
Married Women	11.5%	12.5%
Total Married	15.6%	16.7%

Table 3

Change in percentage of married students with children at U.B.C., 1967-68 and 1968-69.

	1967-68	1968-69
No Children	50.4%	55.5%
1 Child	20.2%	19.2%
2 Children	15.9%	13.7%
3 Children	7.9%	6.3%
4 or more	5.6%	5.3%

--Source: Summary of Student Statistics 1968-69,
U.B.C. Office of Student Services, p. 15.

Note: These statistics are based on registration response; not all questions were answered on all responses, therefore some variation may exist.

Existing Student Housing at U.B.C.

1. Accommodation on Campus

At present university housing complexes at U.B.C. are located peripherally to the academic buildings of the campus, and are serviced by roads and walkways linking them to these central buildings. Residential accommodation is provided for single students on a room and board basis only, in furnished rooms. Unfurnished suites are available for married students both with and without families.

Permanent residences for single students are located in Place Vanier, Totem Park and Fort Camp, women's residence. Dormitories, originally intended as temporary barrack type structures, are located in Fort Camp, men's residence and Acadia Camp, men and women's residences (closed in 1968-69). Graduate dormitories are located in Acadia Camp. (Figure 1).

Table 4 illustrates the existing range of housing units by type; for single student accommodation, in terms of single and double rooms, supply is almost equal: 1,628 single occupancy, 1,608 double occupancy. Comparing the number of housing units for single and married students with the percentages of single and married students in total enrollment, it becomes apparent that married students -- comprising approximately 17% of the university population -- are allocated less than 10% of on campus accommodation; total single units equal 3,236, total married 295 (see Tables 2, 4). This imbalance appears to have some effect on the educational status of

Table 4

U.B.C. Residences

Single Student Occupancy by Residence and Type, November 1968

RESIDENCE	SINGLE	DOUBLE
Totem Park	574	586
Place Vanier	633	274
Fort Camp	239	412
Grad Dorms	68	
Acadia Camp	114	336
Total	1,628	1,608
Total Single Units	3,236	

Family Accommodation by Residence and Type, November 1968.

FAMILY HOUSING		SUITES	
	3 Bdr.	2 Bdr.	1 Bdr.
Acadia Park	14	161	100
Toronto Row		20	
Total	14	181	100
Total Married Units	295		

--Source: U.B.C. Office of Housing Administration,
Monthly Occupancy Report.

married students; in the fall of 1968 the AMS housing bureau administration reported that 200 married graduate students were forced to discontinue their studies because of inadequate housing supply.⁸ Students were asked if the existing lack of housing is or would be a significant factor in their remaining at U.B.C. for further studies; 14.1% of single students and 12.8% of married students indicated that it was. (AMS Housing Survey).

2. History of Student Housing at U.B.C.

U.B.C., like many universities throughout Canada and the U.S., first engaged in the provision of on-campus residential facilities in the years immediately following World War II, in an effort to meet the resulting pressures of a large influx of veterans into the student body. These first accommodations followed a pattern seen elsewhere throughout the continent, utilizing army barrack-type huts, which resulted in poor residential facilities combined with overcrowded conditions (a situation not as unfamiliar to the veterans as to today's more amenity oriented students). All residences to date, including the proposed Wireless Tower site, have been financed primarily through federal mortgaging.*

8 The Ubyssy, October 1, 1968.

* historical information obtained from "History of the Residences", Life in Residence, the U.B.C. Office of Housing Administration, May, 1968, and an interview with Mr. L. Rohringer, Director of the Office of Housing Administration, U.B.C., November 15, 1968.

Acadia Camp was the first residential complex on campus, accommodating approximately 160 women and 350 men. The units consisted of converted barracks, turned over to the university by the army at the end of the Second World War; dining and recreational facilities were included in the residences, reserved mainly for senior undergraduate and graduate students. During the 1968-69 academic year Acadia Camp was closed and the residents moved into high rise towers in Totem Park and Place Vanier.

The first women's permanent residences were built in 1950 adjacent to barracks housing veterans in Fort Camp; dining and recreational facilities here are shared by men and women. Fort Camp is scheduled to be phased out of operation in 3 years as the second stage in the Endowment Lands slum clearance program.⁹

In 1959 the first men's permanent residence was constructed at Lower Mall, now known as Place Vanier, through a gift of J.G. Robson, after whom it was named. Four women's residences were completed at the same site in 1961, while later halls were built as funds, through donations and loans, became available. The Gordon Shrum Commons, completed in 1960, provides dining services, administrative offices, canteen and recreational facilities for the complex.

At Totem Park four six floor towers were built to house 400 women and 400 men; each pair of towers is connected

9 The Ubyyssey, Ibid.

by a social wing containing lounges and recreational facilities. The Common Block has a dining room, canteen, and other amenities for all residents.

Acadia Park, the last residence built on campus consists of a high rise tower and row housing for married students adjacent to Acadia Camp; the complex contains 175 three, two and one bedroom suites.

3. Planned Expansion

A new residential complex is planned for the former Wireless Station site behind Brock Hall, north of the Student Union Building, incorporating two fourteen storey high rise towers and three low rise buildings, which will provide housing for 1200 students and parking facilities for 400 cars.¹⁰ Most rooms will be single, and organized to serve 12 students; each group will have its own living room, washroom, and laundry and service facilities. The dining area will be grouped into six main lounges located around a central service kitchen in the main floor of the tower complex; each building will have its own lounge, while general recreation facilities will be situated in the tower area. Mortgage financing is being provided by CMHC on a 50 year basis.

Designed for students over 20 years of age, the complex is intended to offer a degree of flexibility unavailable

10 "Small Group Living Planned in New Residence", U.B.C. Reports (Vol. 13, No. 4) p. 3.

in existing accommodation; residents will be free to choose among cooking their own meals, using the central dining hall or buying food from vending machines. Libraries, seminar rooms and social areas will become part of the residence facilities. Completion of the project is anticipated by September 1970, when enrollment will have increased by 5,000 students if the predicted annual increment of 2500 is realized.

In terms of longer range planning, the interim report of the firm of Wurster, Benari, and Emmons of San Francisco, now preparing a master plan for the university, proposes:

"Student housing will continue to develop at the periphery of the core with open green spaces for recreation. Present student housing facilities will be doubled, developing independent, rounded communities."¹¹

4. Off-Campus Student Housing

Approximately 2600 student rental units exist in the Point Grey residential area adjacent to the University Endowment Lands.¹² A 1962 survey revealed that close to 25% of U.B.C. students live in the area, bounded by 4th and 16th Avenues, and Alma and Blanca Streets, many of them in accommodation variously described as dirty, cramped, dim, and cold.¹³ Zoning in the area allows two roomers in each independent residential unit, but no suites, with the result that,

11 "A Master Plan Suggested for Campus", U.B.C. Reports, Ibid. p. 4.

12 V.S. Pendakur, op.cit., p. 2.

13 The Vancouver Sun, March 26, 1962.

because of the high demand for student housing, a great many illegal and poorly equipped suites do exist, as well as excessive numbers of roomers per dwelling.¹⁴

Requests from Dr. Walter Hardwick in 1962¹⁵ and an AMS student petition in 1966 for rezoning of the area were rejected by Vancouver City Council. Hardwick called for rezoning of University adjacent areas to two family dwelling units to accommodate the large number of students in the area, and relieve the existing overcrowded, underserviced conditions. Mr. William Graham, City Planning Director, advising city council to reject the AMS request in 1966 for relaxed zoning restrictions, commented:

"The provision of low cost housing for university students from outside the city is not the responsibility of either the City of Vancouver or its single family home owners; it is the responsibility of the university and the provincial government."¹⁶

Table 5 indicates that while over half (57.7%) of single students at U.B.C. living in off campus housing live at home with their parents, a large percentage of single students and the vast majority of married students live in either apartments, suites, rented rooms or house other than their parents -- accommodation typically found in the Point Grey area. Table 6 illustrates the distribution of off campus housing by postal zones; 23.5% of single students and 21.1% of married students

14 Ibid.

15 The Vancouver Sun, Ibid.

16 The Ubyyssey, November 22, 1966.

Table 5

Percentage of single and married students U.B.C. living in off campus accommodation, by type.

ACCOMMODATION TYPE	SINGLE	MARRIED
Parent's Home	57.7%	2.56%
Fraternity House	1.7	
Apartment in Commercial Apartment Block	12.3	42.8
Self-contained Suite in House	8.8	19.3
Housekeeping Room	3.9	.3
Room or set of Rooms (No kitchen facilities)	6.5	.4
Duplex or Row House	.5	5.6
House (Not Parent's)	7.6	27.5
Motel	.0	.1
Hotel	.0	.0
Trailer	.1	.3
Other	.6	.4
Total	100.0%	100.0%

Source: AMS and UBC Student Housing Survey, Spring, 1968, Question B-3.

Table 6

Percentage of Single and Married students at U.B.C.
living in off campus accommodation, by postal zone.

POSTAL ZONE	SINGLE	MARRIED
Endowment Lands	3.9%	3.4%
Zone 1	.2	.2
Zone 2	.2	.1
Zone 3	.1	.0
Zone 4	.5	.0
Zone 5	3.9	6.0
Zone 6	1.5	1.2
Zone 7	.3	.2
Zone 8 (Not Endowment Lands)	23.5	21.1
Zone 9	13.0	24.4
Zone 10	3.4	3.8
Zone 11	2.3	.0
Zone 12	.0	1.4
Zone 13	10.6	6.7
Zone 14	5.6	5.0
Zone 15	4.4	2.4
Zone 16	2.7	2.3
North Vancouver	6.7	5.1
West Vancouver	5.6	2.6
South Burnaby (1)	2.1	2.8
North Burnaby (2)	2.1	1.8
Burnaby (3)	.4	.2
Port Moody	.0	.1
New Westminster	1.7	2.6
North Surrey	.5	.8
Richmond	3.5	2.9
Other	.7	1.7
Total	100.0%	100.0%

Source: AMS and UBC Student Housing Survey,
Spring, 1968, Question B-1.

live in Zone 8, adjacent to the University Endowment Lands, bounded by 33rd Avenue, Arbutus, 16th Avenue, and Trafalgar (figure 2). An additional 13.0% of single students and 24.4% of married students live immediately east of this area in Zone 9, bounded by 33rd Avenue, Cambie Street, Trafalgar and Arbutus. The range of housing types in this district is similar to that of the Point Grey area.

U.B.C. Housing Policy

The General Information Bulletin of the U.B.C. Calendar of 1968-69 describes the University's Housing Policy as:

"...concerned not only with physical environment into which students are placed, but also with activities which provide an educational experience which should develop the social, emotional and intellectual stability of each individual student, and which should encourage a sense of responsibility.

Residence living within the university is both an educational opportunity and is integrated with the academic program; ...as an integral part of the student's academic experience, each student is expected to have a commitment towards his own intellectual development as an individual and as a member of society."¹⁷

The aim of U.B.C. policy in terms of capacity is to accommodate 25% of the student population on campus;¹⁸ the present figure is somewhat under 20% -- over 2500 beds short of this requirement.¹⁹ Little academic or social philosophy lies behind the calculation of this figure; it is based on a rough estimate that 75% of the student body is able to find accommodation within the Vancouver region, either at home with

17 General Information Bulletin, U.B.C. Calendar, 1968-69, "Student Housing", pp A-49, A-50.

18 Interview with Dr. Malcolm McGregor, chairman of the Residence Committee at U.B.C. for two years, November 15, 1968.

19 The Ubyyssey, November 13, 1968.

their parents or in private suites, boarding houses and apartments. The remaining 25% it is assumed will be unable to find accommodation in the private market, at least without great difficulty, and therefore must be offered housing on campus. It is felt that students, particularly younger ones with out of town backgrounds, unable to fend adequately outside the university, must in some measure be sheltered and looked over during the initial period of their university experience, incorporating an admitted sense of paternalism in the basic attitude of residence policy.

University residences are intended to be "home" for the students, and as such, formal academic activities such as lectures are discouraged by the Housing Administration; this is considered something students don't want at home.²⁰ Informal discussions and seminars are encouraged however, a policy which has been intensified in the planned Wireless site project.

The decision making process regarding student housing lies with the University Board of Governors and the Residence Committee, but in recent years the Housing Administration itself has exerted a stronger influence in policy formulation.²¹ Students, as well, are to some degree encouraged to express

20 Interview with L. Rohringer, Director of the Office of Housing Administration, U.B.C., November 15, 1968.

21 Ibid.

their sentiments regarding housing policy. Three students took part in an eight member joint faculty-student-administration committee which discussed and approved plans for the Wireless Site Residential Project. The final design is intended to reflect opinions of the committee students, as well as student attitudes expressed in the AMS Housing Survey, and a questionnaire circulated in the existing university residences.²²

Decisions regarding the application of regulations in residence are, in many cases, left to the students themselves, particularly in circumstances regarding administration and discipline; basic guidelines however are set by higher authority, regarding such questions as liquor in residence, visiting privileges, the imposition of hours for women under the age of 21, et cetera. Regulation enforcement is conducted on a broadly liberal basis; if complaints are voiced about parties, guests in rooms, etc., the Housing Authority will take action; otherwise it tends to look the other way.

1. Fees

Residence fees at U.B.C., as at most Canadian universities with Federally financed housing, are closely related to the mortgage conditions of the loan; yearly interest charges in most cases are passed on to the student in housing fees.

22 The Ubyyssey, November 13, 1968

Annual carrying charges on a \$7,000 housing unit with a 90% mortgage are approximately \$350.00. (Chapter 1, Finance).²³ U.B.C. compares slightly favorably with the national average annual fee of \$700.00 plus. Rates for a single room in permanent residences at U.B.C. during the fall term are approximately \$330; double rooms are \$20 less; accommodation in the dormitories, or barrack residences are approximately \$60 less than permanent residences. During the second term, all rates are approximately \$40 higher, presumably because of the longer period of occupancy.²⁴

2. Finance

The construction of student residences at U.B.C. has been financed primarily by funds provided by the Federal government, through the Canada Council before 1960 and now through the Central Mortgage and Housing Corporation. Canada Council ceased to provide funds for university housing in 1960 when long term loans became available through The National Housing Act, part VI A, which provides 90% mortgages at 5.3/8% per annum for periods up to 50 years for the construction of student residences.

23 Howard Adelman, *op. cit.*, pp. 4-7.

24 General Information Bulletin, U.B.C. Calendar 1968-69, "Student Housing", p. A49, A50.

Additional support has come through gifts and donations, such as that of J.G. Robson, which have financed the construction of individual halls within a residence complex.

3. Off Campus Housing

The Office of Housing Administration at U.B.C. maintains lists of accommodation suitable for students, available in areas adjacent to the university, yet because of inadequate financial resources, is unable to conduct a check of this housing or impose any standards regarding quality, amount of facilities provided, structural conditions, et cetera.²⁵

25 The Ubysey, September 21, 1962.

Analysis: Housing Determinants and Locational Factors

In this section, significant determinants related to student housing at U.B.C. revealed in the AMS housing study are examined; such factors as student housing preferences, incomes, rents, and locational criteria, will be analyzed, and assessed, in the final chapter, in terms of existing housing policy at U.B.C.

1. Marital Status, Student Income, and Rent

Student income is a factor related directly to cost and type of student accommodation. Table 7 shows that for all single students, 73.2% had a total income -- including scholarships and bursaries, but excluding loans and support from relatives -- of less than \$1,000 for the academic year 1967-68; this category included a higher percentage of women than men (82.6% vs. 67.0%). Only 16.1% of married students, on the other hand, fell within this level, while the portion of those included in the higher income groups was fairly evenly distributed; 28.2% had incomes of greater than \$5,000, suggesting that perhaps a large number of individuals in this category had worked the previous year. (42.3% of married students reported an income of greater than \$5,000 during the 12 months previous to the 1967-68 academic year, compared with 1.9% of the single students population).

Table 7

Total income for the academic year 1967-68
(September 1-April 30), including scholarships
and bursaries but excluding loans and support
from relatives, for single and married students
at U.B.C.

Income	Single	Married
Less than \$1,000.00	73.2%	16.1%
\$1,000-1,499	7.8	3.9
\$1,500-1,999	6.2	4.5
\$2,000-2,499	4.1	7.6
\$2,500-2,999	1.8	8.6
\$3,000-3,499	.9	8.7
\$3,500-3,999	.4	5.8
\$4,000-4,499	.4	7.1
\$4,500-4,999	.1	4.6
\$5,000 or over	.5	28.2

Source: AMS and UBC Student Housing Survey,
Spring, 1968, Question A-13.

Table 8 shows that single students, who fall in a substantially lower income stratification than married students, tend to conform to a significantly lower rental pattern than married students, at least in terms of off campus accommodation. 34.6% of single students pay less than \$30 a month for housing while only 1.7% of married students are included in this group. It must be kept in mind that 57.7% of single students living in off campus accommodation live with their parents (Table 5), paying presumably little or no rent; the larger non-response of single students in Table 8 -- cost of current accommodation -- compared to that of married students (19.4% vs. 3.2%) tends to reflect such a situation. Nevertheless it can be seen that married student rent payments are considerably higher than those of single students, the majority of rents ranging roughly from \$90 - \$99 to \$140 - \$159 per month; single rates, excepting those under \$30, vary from approximately \$40 - \$49 to \$90 - \$99. 43.3% of single students indicated their rents included the cost of meals, while 35.7% did not (21.0% non response); presumably the majority of married student accommodation does not include the cost of meals in its rent structure, a fact which would tend to increase the variation in rent structure between single and married students.

18.4% of the married students indicated they owned the accommodation in which they were living; only .9% of the single

Table 8

Cost per month of present accommodation for single and married students at U.B.C., living in off campus accommodation, by percentage response.

Cost Per Month	Single	Married
Less than \$30.00	34.6	1.7
\$ 30 - 39	5.1	.2
40 - 49	8.3	1.0
50 - 59	6.6	2.0
60 - 69	5.3	4.8
70 - 79	5.0	5.7
80 - 89	3.0	9.0
90 - 99	1.9	8.6
100 -109	.9	11.7
110 -119	1.1	15.1
120 -129	1.1	9.3
130 -139	1.1	11.3
140 -159	.6	6.0
160 -179	.6	3.1
180 -199	.3	3.3
200 -249	.5	3.0
250 or over	--	--
No response	19.4	3.2
Total	100.0%	100.0%

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question B-11.

student population fell in this category, reinforcing the distinction in financial status and concomitant discretion in housing choice between the two groups.

2. Student Housing Choices by Accommodation Type and Rent

Students were asked which type of accommodation they considered most suitable in terms of their current housing requirements; Table 9 shows that for single students, living at home with their parents was the single most common preference (30.8%). Room and board in university residence (15.2%) a bachelor suite (11.3%) and a one bedroom apartment (11.8%) were the next most popular choices while, approximately 13% wanted some combination of room(s) with or without board. The vast majority (90%) of married students by contrast preferred a one or two bedroom suite, some form of single detached, duplex or row housing.

Table 10 illustrates the range of monthly rents considered as reasonable and maximum levels by single and married students for the type of housing they have selected as most desirable. While concepts of reasonable and maximum rents are very similar for both groups, it is obvious that married students are willing to pay a good deal more for accommodation than single students; the majority of single students are clustered in the \$50 - \$90 range, while most married students are grouped substantially higher, from \$90 - \$140. This can be

Table 9

Type of accommodation most suitable to single and married students at U.B.C., by percentage response.

Housing Type	Single	Married
At Home with Parents	30.8	.5
Room Only (No kitchen, no meals)	.7	.1
Room and Board in University Residence	15.2	.3
Room and Board in Private Home	2.6	.2
Room with Central Kitchen (Share Kitchen, cook own meals)	2.6	.0
Room and Board with small central Kitchen for snacks	5.0	.0
Light Housekeeping room (No Meals)	3.0	.1
Housekeeping Room (No Meals)	2.3	.1
Bachelor Suite	11.3	1.0
One bedroom suite in apartment building	11.8	39.5
Two bedroom suite in apartment building	6.0	15.0
Three bedroom suite in apartment building	.6	1.1
Duplex or house (including row housing)	1.6	36.0
Communal Co-op Style (Prepare Meals Together)	3.0	.3
Other	1.0	1.3
Total	100.0%	100.0%

Source: AMS and UBC Housing Survey, Spring, 1968, Question A-25.

Table 10

Reasonable and Maximum rents per month for most suitable accommodation, for single and married students at U.B.C., by percentage response.

RENT	Single Students		Married Students	
	Reasonable	Maximum	Reasonable	Maximum
Under \$50.00	19.6	18.9	1.2	1.4
\$ 50- 59	10.6	10.1	1.4	1.6
60- 69	9.5	9.3	2.1	2.5
70- 79	11.6	9.5	5.2	3.9
80- 89	14.1	10.3	8.1	6.3
90- 99	7.3	10.9	11.2	8.6
100-109	5.0	7.5	18.2	12.7
110-119	2.8	2.8	13.4	13.7
120-129	2.1	2.6	15.7	16.8
130-139	.7	1.0	5.4	9.5
140-159	1.0	1.1	7.3	10.0
160-179	.4	.3	2.2	3.1
180-199	.1	.3	.8	1.7
200-249	.1	.1	.5	.8
\$250 or over	.1	.1	.4	.8
No Response	15.3	15.5	6.7	6.5
Total	100.0%	100.0%	100.0%	100.0%

Source: AMS and UBC Student Housing Survey, Spring, 1968, Question A-26.

seen as a function both of the type of accommodation preferred by married students (Table 9), for which rents tend to be higher than comparative single student choices, and married student income (Table 7), which tends to be much higher than single student income.

Finally, respondees were asked if they would move into accommodation of the type they had indicated as most suitable if these facilities were constructed on or near the campus, and rented at the maximum rate they indicated they would be willing to pay. Table 11A shows that among both single and married students, somewhat under 50% would move into this type of a housing situation. Table 11B indicates that single graduate students would tend most to favor such a scheme, followed by single undergraduate and married students.

3. Locational Criteria

Tables 12 A to D illustrate the influence of various residential criteria in determining student housing choice and location. Differences exist among determinants for resident and non-resident students, and married and single students, but for all groups, low rent, privacy, and the quality of facilities and conveniences provided in the accommodation are the most important locational criteria. Least important factors for all students include unavailability of on campus accommodation, parent's desire for student to live

Table 11A

Percentage of single and married students at UBC willing to move into the type of accommodation they have indicated as most suitable, if it were constructed on or near the campus and rented at the maximum rate they indicated they would pay (see tables 9, 10)

	Single	Married
Would Move	46.7	42.3
Would Not Move	35.0	50.3
No Response	18.3	7.4
Total	100.0%	100.0%

Table 11B

Percentage of graduate and undergraduate students at U.B.C. willing to move into the type of accommodation they have indicated as most suitable, if it were constructed on or near the campus and rented at the maximum rate they indicated they would pay.

	Graduate		Undergraduate	
	Single	Married	Single	Married
Would Move	65.7	36.9	59.0	44.8
Would Not Move	34.3	56.2	41.0	47.3

Source: AMS and UBC Student Housing Survey, Spring, 1968, Question A-27.

Table 12A

Determinants of Housing choice and location, by degree of importance and percentage response, for married students at U.B.C.

Factor	Not Important	Moderately Important	Very Important	No Response
On Campus Accommodation Not Available	37.8	19.8	16.1	26.4
Parents/Relatives want Students to live with them	64.6	2.4	5.0	28.0
Only Off Campus Accommodation Available	36.2	17.2	18.9	27.6
Low Rent	15.7	24.7	38.8	20.9
Facilities or Conveniences Provided	14.9	27.8	36.5	20.9
Fewer Restrictions than in University Accommodation	40.6	14.9	16.3	28.2
University does not Provide Desired Type of Accommodation	23.9	17.6	31.5	27.0
Adjacency to Campus	26.0	25.2	25.9	23.0
Privacy	10.3	25.8	39.0	25.0
Shops and Restaurants Easily Reached	28.3	30.6	14.1	26.9
Good Transportation available	35.0	22.0	14.7	28.3

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question A-31.

Table 12B

Determinants of Housing choice and location, by degree of importance and percentage response, for single students at U.B.C.

Factor	Not Important	Moderately Important	Very Important	No Response
On Campus Accommodation Not Available	56.2	8.8	4.8	30.2
Parents, relatives want students to live with them	36.9	16.8	26.5	19.7
Only Off Campus Accommodation Available	53.0	8.4	6.4	32.2
Low Rent	18.3	19.4	37.8	24.5
Facilities and Conveniences Provided	8.7	24.5	46.2	20.6
Fewer Restrictions than in University Accommodation	27.5	18.2	26.4	27.9
University does not Provide Desired Type of Accommodation	33.5	15.6	19.6	31.3
Adjacency to Campus	27.2	21.3	25.7	25.7
Privacy	14.7	26.2	30.5	28.6
Shops and Restaurants Easily Reached	38.9	22.4	7.8	30.9
Good Transportation Available	30.6	23.0	15.8	30.7

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question A-31

Table 12C

Determinants of Housing choice and location, by degree of importance and percentage response, for all students at U.B.C. living in off campus accommodation

Factor	Not Important	Moderately Important	Very Important	No Response
On Campus Accommodation Not Available	54.7	15.3	9.6	20.5
Parents/Relatives want Student to live with them	48.8	13.4	24.0	13.8
Only Off Campus Accommodation Available	50.5	14.0	12.7	22.9
Low Rent	17.3	21.9	44.0	16.8
Facilities or Conveniences Provided	12.4	27.3	43.1	17.2
Fewer Restrictions than in University Accommodation	31.3	20.5	29.0	19.2
University does not Provide Desired Type of Accommodation	29.9	19.4	29.1	21.6
Adjacency to Campus	33.3	25.5	19.4	21.7
Privacy	20.1	13.5	26.8	39.7
Shops and Restaurants Easily Reached	22.3	37.5	28.2	12.0
Good Transportation Available	22.3	34.2	25.8	17.7

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question A-31.

Table 12D

Determinants of Housing choice and location, by degree of importance and percentage response, for all students living in university residence at U.B.C.

Factor	Not Important	Moderately Important	Very Important	No Response
On Campus Accommodation Not Available	45.4	9.4	7.8	37.4
parents/Relatives want Student to live with them	53.4	7.7	4.3	34.7
Only Off Campus Accommodation Available	42.3	10.2	8.8	38.7
Low Rent	18.0	25.9	24.1	32.0
Facilities or Conveniences Provided	7.3	27.9	43.8	21.1
Fewer Restrictions than in University Accommodation	32.2	13.5	17.0	37.3
University does not Provide desired type of Accommodation	27.7	13.7	20.2	38.5
Adjacency to Campus	14.3	21.2	38.5	26.1
Privacy	12.0	28.1	25.6	34.4
Shops and Restaurants Easily Reached	33.1	22.1	8.4	36.5
Good Transportation Available	29.8	20.0	12.6	37.7

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question A-31.

at home, and close accessibility of shops, restaurants and good transportation facilities.

Adjacency to campus is considered unimportant by students living off campus, but important to those living in university residences. The accessibility of shops, restaurants and transportation was somewhat more important to married students and students living off campus than for the single and residence group, but remained a relatively unimportant locational determinant, even for these former categories. The fact that U.B.C. does not provide the desired type of housing was more important for married students than single students, possibly reflecting the fact that while, in terms of preference, U.B.C. provides the range of accommodation married students desire (Table 9), supply is very limited (Table 4); as well, the type of housing most preferred by single students (Table 9) is typically located off campus, not provided by the university.

4. Housing Determinants and University Residence

Response of resident-students in terms of evaluating existing residence facilities at U.B.C., indicates in general terms, a dissatisfaction with present regulations and standards of privacy, and a preference for modern and more spacious facilities. Table 13 A and B show that for all students living in university residences, privacy and greater freedom of socialization were considered the most important factors influencing a student's decision not to return to residence; high cost was the next most important factor, while the freedom to prepare meals, and a desire simply for a change were regarded as relatively unimportant. Ineligibility figures as a highly insignificant factor affecting return to residence. Breaking the data into single and married categories, it appears that greater privacy remains the single most significant deterrent influencing return to residence for both groups; greater freedom of socialization is more important to single students than to married students, perhaps due to the greater social circulation of single students, and a more restricting set of regulations in single residences. Similarly, cost is a more important consideration to the single students than the married; this correlates closely with Table 7, which shows that married students have a substantially larger income than single students.

Table 13A

Factors influencing non-return of single students to residence at U.B.C., by degree of importance and percentage response.

Factor	Not Important	Moderately Important	Very Important	No Response
Desire for a change	11.8	14.4	10.6	62.0
Desire to Prepare own Meals	15.5	10.4	11.1	62.0
More Freedom of Socialization	9.9	12.5	15.0	62.0
More Privacy	8.3	11.6	17.0	62.0
Too Expensive	10.6	12.8	12.8	62.0
Poor Grades (Not Eligible)	29.8	2.3	2.5	64.5
Poor Behaviour (Not Eligible)	32.8	.8	.6	65.0
Not Eligible, priority given to younger students	26.5	3.4	3.9	65.0
Not Eligible, not a full time student this session	32.7	.1	.2	66.0

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question D-16.

Note: It is assumed the large non-response percentage accounts in part for those students who have not left residence.

Table 13B

Factors influencing non-return of married students to residence at U.B.C., by degree of importance and percentage response.

Factor	Not Important	Moderately Important	Very Important	No Response
Desire for a change	30.5	20.5	13.3	35.7
Desire to Prepare own Meals	31.9	17.6	14.8	35.0
More Freedom of Socialization	24.8	18.6	21.4	35.0
More Privacy	17.6	16.7	32.3	33.3
Too Expensive	32.9	17.1	16.2	33.8
Poor Grades (Not Eligible)	56.7	.5	3.3	39.5
Poor Behaviour (Not Eligible)	58.6	.5	.5	40.5
Not Eligible, priority given to younger students	57.0	4.8	3.3	40.0
Not Eligible, not a full time student this session	55.7	.0	2.9	41.4

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question D-16.

Lack of privacy was a key factor among a list of grievances encouraging residences of Cariboo House at Place Vanier to submit a request to the Housing Administration demanding a compensatory rebate of \$40 per student.²⁶

43% of the single students living in university residences felt restricted by too many rules in residence, while approximately 30% indicated they would not consider returning to residence; 48% of married residence students objected to the regulations in residence, 25% said they would not return. (Table 14). In both groups women tended to object more strongly to regulations than men, a reaction perhaps to the greater restrictions placed upon women's residences.

The majority of students felt that in most cases, residence life contributes to the social education of the individual -- in terms of developing social ease and skills -- but considered the residential environment a minimal influence on the student's academic education (Tables 15, 16).

Students were asked which factors they considered most important in choosing a residence on campus. Newness of facilities, proximity to classes and good sized rooms were seen as most important, low cost and atmosphere less so (Table 17).

26 The Vancouver Sun, February 19, 1969.

Table 14

Students living in residence at U.B.C. who would not consider living in residence again, by percentage response.

	Single		Married	
	Male	Female	Male	Female
Would consider returning	68.6	60.0	32.0	19.3
Would not consider returning	23.7	37.7	62.1	73.7
No Response	7.7	2.4	5.9	7.0

Source: AMC and U.B.C. Student Housing Survey, Spring, 1968, Question D-17.

Table 15

Percentage of single and married students living in University residence at U.B.C., who feel that residence life contributes to the social education of the individual, by degree and sex.

	Single		Married	
	Male	Female	Male	Female
In Most Cases	60.5	60.5	56.2	60.0
In Some Cases	29.5	33.6	32.0	29.2
Rarely	7.9	4.5	8.9	6.1
No Opinion	1.6	1.8	1.8	.0
Total	100.0%	100.0%	100.0%	100.0%

Source: AMS and U.B.C. Student Housing Survey,
Spring, 1968, Question D-5(a)

Table 16

Percentage of Single and Married Students living in University residence at U.B.C. who feel that residence life contributes to the academic education received by the student, by degree and sex.

	Single		Married	
	Male	Female	Male	Female
A Great Deal	21.2	11.5	24.3	13.8
Some	43.7	38.7	42.0	40.0
Little	23.0	33.8	19.5	24.6
Not at All	10.4	14.4	11.8	15.4
No Opinion	1.2	1.6	1.2	3.1

Total	100.0%	100.0%	100.0%	100.0%
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Source: AMS and U.B.C. Student Housing Survey,
Spring, 1968, Question D-5(b)

Table 17

Factors important to single and married students living in University residence at U.B.C. in choice of residence, by importance and percentage response; "0" is equivalent to not important, "5" is equivalent to very important, on the rating scale.

Factor	Marital Status	Rating Scale - Points						Total
		0	1	2	3	4	5	
Atmosphere (i.e. type of people, informality)	Single	11.5	35.3	21.1	18.4	8.9	4.3	100.0%
	Married	20.0	22.4	15.7	18.1	14.3	9.1	100.0%
Newness of Facilities	Single	24.7	10.1	15.4	15.2	12.1	20.1	100.0%
	Married	29.0	10.0	13.8	11.0	12.4	21.4	100.0%
Low Cost	Single	15.3	20.1	21.4	18.1	11.7	12.1	100.0%
	Married	16.2	32.9	22.9	16.7	5.7	5.2	100.0%
Good Sized Rooms	Single	17.9	11.0	21.7	22.4	19.1	7.4	100.0%
	Married	19.5	17.1	24.8	19.1	12.4	5.7	100.0%
Proximity to Classes	Single	10.3	26.5	23.2	19.3	10.8	9.6	100.0%
	Married	16.7	19.5	19.0	24.3	10.9	9.5	100.0%

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question D-12.

Asked which residence, based on the above criteria, they would prefer to live in, residents chose the most modern accommodation, Place Vanier and Totem Park, while Fort Camp and Acadia Camp, the university's oldest residences, were considered less desirable. The Theological Colleges were rated the most unpopular, probably because few students would tend to identify deeply with their religious character and affiliation (Table 18).

Over 50% of the single students living in residence indicated they would favor integrated residence facilities, with male and female students living on alternate floors in the same building; 62.1% of the men considered such a situation desirable, 42.1% of the women.²⁷

27 AMS and U.B.C. Student Housing Survey, Spring 1968, Question D-

Table 18

U.B.C. residences, by preference and percentage response, for all students living in university residence, on the basis of choice criteria (Table 17); "0" is equivalent to "would not live in this residence," "5" is equivalent to "would prefer to live in this residence," on the rating scale.

Residence	Rating Scale - Points						Total
	0	1	2	3	4	5	
Acadia Camp	39.0	13.4	11.8	10.6	15.5	9.7	100.0%
Fort Camp	26.2	20.7	20.0	19.0	11.8	2.2	100.0%
Totem Park	20.0	16.4	25.6	23.6	11.9	2.5	100.0%
Place Vanier (Lower Mall)	14.5	33.9	29.9	15.2	5.5	.1	100.0%
Theological Colleges	54.1	11.2	5.0	13.7	4.6	11.3	100.0%

Source: AMS and U.B.C. Student Housing Survey, Spring, 1968, Question D-13

Summary and Conclusions

Student housing determinants and characteristics revealed in the AMS survey tend to support that hypothesis that student housing at U.B.C., both in terms of policy and existing housing stock, is based mainly on quantitative and economic criteria, fulfilling the housing demand of a relatively small portion of total enrollment; U.B.C. policy bears little relation to the academic philosophy of the university, or the comprehensive university experience.

The most important criteria for all students in determining housing choice and location are privacy, low rent, and the quality of facilities included in the accommodation. Close accessibility of shopping, dining and transportation facilities, unavailability of on-campus housing, and parents desire for the student to live at home are considered the least important determinants of housing choice, for all students. Rent structure, adjacency to campus, and the degree of regulations applied in the accommodation vary in importance for married and single students, and students living off campus and those living in university residence.

The range of student accommodation supplied on campus largely ignores the types of housing students consider most desirable; all single student housing at U.B.C. is supplied solely on a room and board basis, while only 15% of all single

students at the university considered this a desirable type of accommodation. Existing university housing for married students, on the other hand, corresponds closely to the housing preferences of married students, but in terms of supply, falls far short of demand.

Almost half of all married and single students indicated a willingness to move into accommodation constructed on or near the campus, of the type they considered most desirable, even if rented at the maximum rate they would be willing to pay.

For students living in university provided accommodation, regulations and lack of privacy were the most dissatisfactory aspects of residence life; most felt that while living in residence contributed to the social development of the individual, it accomplished little in benefitting academic experience. Newer, more spacious accommodation was the most important consideration for these students in choosing a particular residence at U.B.C.

Student income is closely associated with housing choice and rent structure. Married student income is substantially higher than single student income, corresponding to differences in housing choice and concepts of reasonable rent.

University residence fees would seem to be more realistically related to mortgage conditions than student income, particularly in the case of single students; 73% had incomes of less than \$1,000.00 during the survey academic year, yet rates

for single room during the same period were set at slightly less than \$700.

U.B.C. Housing Policy, in terms of its aims and goals, appears to bear little relationship, in general terms, to existing housing determinants and choice factors applying to current student enrollment. Initiated by the pressures of high demand and inadequate supply, U.B.C. policy after 25 years has not really emerged from this tradition; it remains basically committed to a policy of absorbing excess demand, and has established little relationship to the academic development of the students and the university.

CHAPTER III

Housing Policy at U.B.C. -- Recommendations and Proposals

This chapter projects the previous analytical and empirical surveys to the policy level and suggests modifications to current university housing policies at the University of British Columbia. Essentially two levels of policy consideration occur within such a process of examination and evaluation: the attitudes and policy of the university to student housing and the provision of on campus accommodation; and the role of university housing in the planning and development of an integrated urban-university community. The former is principally concerned with attitudes related to specific aspects of university sponsored student housing; housing proposals and policy recommendations in this context focus on such factors as the range of housing types offered on campus, the relation of fees to student income, the effective use of existing university space and facilities, and the encouragement of cost-reducing schemes such as co-operative housing. The latter approach regards the university and adjacent urban area as components of a single interdependent unit, the university community -- itself a functional segment of the larger urban frame of reference with which it interacts. This concept attempts to delineate the relationship of university housing at the policy

level to the planning and implementation of development policies for the university area through a coordinated planning authority, the University District Planning Commission, a proposal made by R.K. Gambhir in a Master's degree thesis at the U.B.C. School of Community and Regional Planning.¹

It cannot be overstressed that proposals at both levels of policy analysis must be the product of a comprehensive policy statement, integrating existing facilities and planned expansion at each level into a conceptual whole, sensitive to the larger urban matrix as well as the unique aspects of a particular housing consideration.

University Sponsored Student Housing

Enrollment increases (Table 1) have exerted increased pressures on existing facilities and expansion programs each academic year at U.B.C. at an alarming rate. Commenting on the effect of greater numbers Dr. Kenneth Hare, University President, declared that "...higher education has reached a crisis point and we must act at once if students and others are not to suffer irreparable loss of opportunity".² In terms of financial resources, Dr. Hare said an immediate start is required at U.B.C. on \$25 million

1 R.K. Gambhir, "University Community Relationships" (unpublished Master's degree thesis, University of British Columbia, 1966).

2 The Vancouver Sun, December 2, 1968

worth of buildings, which must be followed by an additional capital investment of \$60 million in the next five years. He added: "At present we have no capital resources at all for new building starts".³

Within this context it is essential that university housing reflect the broad development conditions and goals of the university, on both the academic and physical base, as well as the realities of student housing determinants and choices. The following proposals are intended as modifications to current housing policy at U.B.C., in reference to these considerations:

1. The problems of size -- The problems of identity and privacy in a large university such as U.B.C. are very real, and must be regarded as a primary consideration in the design and layout of new residence facilities. Lack of privacy was one of the most prevalent complaints of students living in residence on campus (Tables 13A, 13B).

Greater privacy could be achieved on a number of levels. Greater flexibility in the design of interior and exterior spaces in residence facilities, as well as their orientation to the central buildings and circulation system of the campus, would allow the student some degree of choice

3 Ibid, December 2, 1968.

and control over his living environment. Greater control by students living in residence in the determination and application of regulations in residence would introduce a greater sense of privacy in this area.

One method of relating the student and the university environment more closely together under increasingly expanding dimensions, in addition to realizing reductions in the capital expenditures crisis, is to effectuate greater use of structural facilities. Classroom, residential and recreational functions have been successfully integrated within single structures elsewhere; this would seem a valid approach to adopt in terms of planning for new expansion as well as optimizing the use of existing facilities.

2. Fees and finance terms -- Fees for university sponsored housing do not reflect the student's ability to pay (Tables 7, 8, 10). A more realistic rent income relationship could in part be achieved by more liberal mortgage conditions, a proposal which ultimately must come under the sponsorship of the provincial and federal governments. This suggestion was presented in a brief submitted to the Hellyer Task Force on Housing by the U.B.C. Housing Administration, which recommended that university housing be financed on a basis similar to low rental housing projects under The National Housing Act; this would involve a 50% government grant supplementary to

Central Mortgage and Housing Corporation mortgaging to be provided at a reduced interest rate of 3% per annum.⁴ Rent reductions through operational savings could be realized by inviting student participation in the management and administrative requirements of university residences.

3. University initiative in cooperative housing -- The financial aspects of student concern with housing shortages and cooperative housing schemes should be met by the university. The Alma Mater Society has been particularly concerned with housing shortages and conditions at U.B.C., and has conducted a number of studies in these areas. Several student housing associations have been initiated in the Vancouver region, at both U.B.C. and Simon Fraser University, but in spite of plans for new construction as well as acquisition and renovation of old homes, none have succeeded principally because of difficulties encountered in securing financial support. The Canadian Union of Students has also been active in encouraging the construction of cooperative residences at universities throughout the country as a means of meeting supply crises and reducing housing costs to students. The function of university intervention in these activities would focus on their financial status; the university must act to guarantee loans for the construction of cooperative student housing -- much as it did in

4 The Ubyssy, November 13, 1968.

underwriting funds necessary to construct the recently completed Student Union Building -- if these projects are to fulfill a functional role in the university housing process. Greater university support of these considerations would increase student participation in university housing, increase housing choice, reduce shortages in supply, and enhance the status of student cooperative housing in the eyes of provincial and federal finance agencies.

4. Private development -- Another means of meeting increased housing demand is to allow private developers, under regulated control, to construct student housing on or near the campus, under a scheme which gives the university possession of the buildings after a period of 15 or 20 years, or after total capital cost recovery by the developers. This could take the form of a land lease on the campus or the University Endowment Lands for a set period, regulated by the university. The quantity and quality of housing constructed under such an agreement would be determined by the university in terms of its assessment of current and future student housing demand.

5. Housing range and supply -- The current range and supply of student housing at U.B.C., relative to demand as indicated by the AMS Housing Survey, poorly reflects the on-campus housing requirements of most students. University sponsored housing is offered on a room and board basis only for single students; one, two and three bedroom suites are available

for married students. Only 15% of all single students indicated they preferred room and board in university residences as the most suitable form of accommodation (Table 9), while married students complained that there was not enough housing of the type they required on campus (Tables 9, 12A). The increasing percentage of graduate students in total enrollment constitutes a further consideration in determining the range of university sponsored student housing to be offered on campus. The Canadian Association of Graduate Schools has recommended that university accommodation be provided for 75% of graduate students from areas other than the metropolitan region of the university; if this standard is to be met the unique requirements of housing such a group must be regarded as a primary consideration in housing policy formulation.

Clearly, a greater flexibility in the range and quality of housing offered on campus -- reflecting the broad range of student population diversity and housing determinants -- is essential to any program of residence expansion at U.B.C. The increased flexibility introduced in room layout and eating facilities in the planned Wireless Tower complex is a step in this direction.

In all these functions, the university, if it is to provide housing realistically reflecting the housing choices of the student enrollment, must take the initiative. Government at all three levels has tacitly demonstrated its

reluctance to expand its levels of responsibility. The activity of the federal government is largely confined to a financial commitment to limited forms of student housing; the provincial government has exhibited little sympathy for the problems of development and resources of the university in general, and possesses no specific policy towards student housing. The city of Vancouver considers student housing the responsibility of the university itself, not of the city or of its citizens.

Without a genuine policy commitment on the part of the university, both in terms of specific proposals and a comprehensive policy statement, little can be accomplished in the establishment of a realistic program for the provision of student accommodation capable of fulfilling a substantial part of existing housing demand, reflecting the unique considerations of housing an increasingly diversified group of individuals, as well as the broad development goals and characteristics of the university and the city itself.

Housing and the University District

This second approach is concerned with the role of university housing and its relationship to the larger process of planning the University District. The formulation and application of housing policy, in this context, must be considered an integral function of the university area as a whole.

Gambhir notes that in spite of the considerable interaction between the university and adjacent urban areas and the modifying impact of the former on the latter, both jurisdictions tend to ignore one another in the determination and implementation of planning and development policies. While some ad-hoc cooperation is achieved in terms of planning universities and adjacent areas, without an institutionalized development authority or organization, little is accomplished in terms of the establishment and implementation of long-range comprehensive policies. Without such a means of coordination, the goals of each of the numerous authorities jurisdictionally concerned with sectors of the university area in many cases tend to conflict with one another, ignoring the consequences of their actions on the policies of related agencies. On these bases then, Gambhir concludes that the integration of campus planning with the long-range comprehensive planning of adjacent urban areas is both desirable and essential for effective development of the area as a whole. He proposes that a University District Planning Commission be established for the university area, to have effective jurisdictional control over planning and development of the entire district. Membership of the Commission would include various representative, administrative, and governing bodies of the university, affected municipal corporations, the appropriate departments of regional, provincial and local government, and interested boards and organizations. Such a

system would possess all the attributes of a corporate organization: the Commission would act in a specialized technical, political and semi-judicial function; decisions would be made on the basis of specific policy, while the collection and allocation of funds would be accomplished through a single coordinated authority.⁵

Clearly, within such a process, a comprehensive and integrated approach to the policy considerations of student housing in relation to the development circumstances and policies of the university district as a whole can be realistically attained. Outlined below are housing policy proposals which could be functionally integrated within the comprehensive planning process of such a development authority:

1. The provision of off-campus housing through student cooperatives and private speculative projects could be implemented through such a coordinated organizational structure, and related specifically to zoning policy within the environs of the university. Effective integration of suites, apartments and row housing with existing development in these areas would tend to eliminate much of the local area resentment to student housing, as well as alleviate the poor quality and under-serviced condition many of these presently

5 R.K. Gambhir, op. cit., p. 93-97.

illegal facilities are plagued with. Through the comprehensive planning mechanism of the Commission, this accommodation would be located within the university district on the basis of optimizing location and cost criteria, such as distance from campus, type of accommodation, occupancy, existing housing supply and housing demand, and the quality of existing development.

2. The U.B.C. Housing Administration, as a functional part of the University District Planning Commission, would be able to list and survey all existing and planned off-campus student accommodation in the area, and through the authority of the Commission apply and enforce standards with respect to such considerations as to the quality of the facilities, degree of services provided, and rent structure.

3. University commuting and parking policies could be coordinated with housing policy; a close locational relationship between student housing and existing transportation modes and circulation patterns would increase commuting efficiency, reduce on-campus demands for parking, and diminish university generated traffic pressures in adjacent residential areas.

4. Urban renewal schemes within the university district could be accomplished with the participation of both university and municipal agencies, upgrading existing area facilities to meet the needs of both the university and local residents; student housing facilities and amenities could be more fully integrated within the existing urban structure in

this manner.

5. University housing, as a functional part of a comprehensive development authority and a specific development policy, would be in a position to attract increased government support, from both federal and provincial agencies. Federal aid could be channeled into specific university initiated expansion programs, involving on campus construction, student cooperative projects, private lease developments, et cetera, while a provincial agency similar to the Ontario Student Housing Corporation would play a major role in the research, design and financial aspects of student housing.

In short, the concept of a university district planning authority offers the opportunity of planning and implementing comprehensive housing programs, on both short and long range terms, within the context of a generalized development policy applicable simultaneously to the university and the surrounding urban district. The policy assumptions implied in such a proposal are specifically relevant to the University of British Columbia, where present university resources lag far behind the pressures of population, but are equally valid in terms of coordinating the university environment with the continually changing urban matrix in the much broader but essentially analogous North American context.

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