



THE UNIVERSITY OF WINNIPEG



Student Housing Overview

Assessing Issues & Potential Options

September 2005





About the Institute of Urban Studies

Founded in 1969 by the University of Winnipeg, the Institute of Urban Studies (IUS) was created at a time when the city's "urban university" recognized a need to address the problems and concerns of the inner city. From the outset, IUS has been both an educational and an applied research centre. The Institute has remained committed to examining urban development issues in a broad, non-partisan context and has never lost sight of the demands of applied research aimed at practical, often novel, solutions to urban problems and issues.



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Executive Summary

This report sets out for the administration of the University of Winnipeg some of the contexts, considerations and principles necessary when undertaking any future housing-oriented development. The report provides general support for the proposition that – given demonstrated need for affordable and accessible housing in the neighbourhoods surrounding the University of Winnipeg – some kind of mixed-use development – incorporating affordable, accessible housing for a range of household types, as well as other services that would cater to both the student body and residents and organizations of the surrounding communities – would be beneficial to the university and be consistent with both the surrounding community as well as its overall strategic plan.

The report examines the housing needs for various constituencies, including students, immigrants, Aboriginal peoples, the disabled and senior citizens and the amenities commonly desired in contemporary student housing; general development options, planning principles and “mixed-use” approaches; examples of innovative campus developments elsewhere; and some of the financial, governance and process issues that should be considered.

All of this is offered in the context of the trend for universities – particularly those located in downtowns – to be much more involved with their surrounding communities and to provide services for community residents as well as their student body.

The report will not propose an actual project, nor is it premised on a specific design. The report shall, however, discuss general principles as they relate to the campus and to student housing developments in particular. The mixed-use approach advocated would mean that in addition to housing, the project could incorporate a range of retail, professional and educational services for both students and community residents. It may also provide office space for community and non-profit organizations.

In addition to considerations related to actual facilities, the report reference procedural and financial issues as well, in terms of the relationships required; the need for consultation; the role of consultants; the need to make student housing affordable to develop; and other governance issues.

The report concludes with very general recommendations and includes appendices and a bibliography for further information.





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Introduction

This report constitutes a “background paper” which university administration may use for reference in terms of planning for future student needs, including housing. The report provides general support for the proposition that some kind of mixed-use development – incorporating affordable, accessible housing for a range of household types, as well as other services that would cater to both the student body and residents and organizations of the surrounding communities – would be beneficial to the university and be consistent with its overall strategic plan.

The report will examine the housing needs for the various constituencies; document the amenities commonly desired in contemporary student housing; discuss general development options, planning principles and “mixed-use” approaches; provide examples of innovative campus developments elsewhere in Canada and the United States; and describe some of the financial, governance and process issues that should be considered. All of this is offered in the context of how such a project might contribute to the development of the “educational precinct” that the university would like to develop in partnership with the surrounding neighbourhoods, as well as other campus initiatives (for more on this theme, see Appendix 1).

The provision of a simple “dorm room” is no longer the standard for which universities ought to strive.

The report builds upon previous work that was undertaken by the Institute of Urban Studies and the Canada Research Chair in Urban Change and Adaptation, namely recently completed work relating to the development of student housing, the establishment of an educational precinct, the development of Spence street, and the downtown spending habits of students.

As this report will highlight, the provision of a simple “dorm room” is no longer the standard for which universities ought to strive. More recently, and especially among centrally located institutions, there has been a recognition that universities must play a lead role in aiding in the revitalization of downtowns and inner city neighbourhoods. This broadened mandate has meant that universities are working closely with the communities that they are a part of in order to find solutions to urban challenges.

The result has been the cultivation of innovative partnerships among various stakeholders that have seen housing and other amenities built.



Rationale

The University of Winnipeg has a current population base of approximately 10,000 students, faculty and staff. This represents the largest concentration of people in the downtown and an economic force with respect to spending and purchasing power. As such, there is a pressing need to better address the concerns of students, staff as well as citizens in the surrounding neighbourhoods. For the University of Winnipeg, a growing issue has been the provision of shelter for students, and to a lesser extent staff. Similarly, securing affordable housing for many inner city residents also remains a significant challenge that has been heightened by rising rents, a declining rental stock and historically low vacancy rates.

This report is being undertaken by the Institute of Urban Studies for the following reasons:

- * There is a recognized need for additional housing for students of the University of Winnipeg;
- * There is a need to create a twelve-month learning environment at the University of Winnipeg, and the provision of housing forms one part of a wider strategy with which to achieve a broader set of objectives and goals;
- * The University of Winnipeg is aware that increasing enrollments are putting pressure on the housing supply in nearby neighbourhoods, to the point where some displacement of low-income people is occurring. Housing is required to reduce this pressure and increase housing options for both students and community residents.

* IUS wishes to stress the ways in which the needs of specific constituencies may be met by the provision of student housing.

Limitations

The limitations that the reader should bear in mind include: the report does not make reference to any specific plots of land in which such a development might be built; does not endorse any design approaches or elements; nor does it provide any cost estimates or assessment of the economic viability of such an approach. As well, while the report incorporates material from the recent community consultation concerning the Spence Street redevelopment, additional discussions would be required with a wider audience. It is a report that provides a general, generic assessment of the need for and possible components of such a project.



**University of Winnipeg
Outdoor Courtyard**



Contexts

Before looking at specific considerations for student housing, it is important to consider existing issues, constraints and opportunities which will have an impact on any potential student housing initiatives.

Town-Gown: Universities and Community Revitalization

In recent years there has emerged a tendency among university officials to view the mandate of urban universities in much broader terms than as institutions that generate, disseminate and perpetuate knowledge. Increasingly universities – particularly those located in downtowns – are being seen as instrumental in a range of activities that go well beyond their traditional educational mandate. Many universities are much more involved with their surrounding communities and often provide services for community residents as well as their student body. Universities have become the focus of integrated services that serve a broad range of stakeholders in addition to their primary and traditional client base. In general, this new approach to “town-gown” relations include the following initiatives:

Community economic development. With considerable ability to attract financial investment through public programs and private investment, academic institutions represent one of the greatest economic magnets in most urban settings. Many urban universities also find themselves located in close proximity to ageing, low income and socially decaying neighbourhoods where community economic development is sorely needed.

Integrating the academic and theoretical elements of university education with practical experience through collaboration or service within the local community.

This is achieved by fostering greater connections between students’ experiences and community development and focusing the research activities of faculty on issues concerning local neighbourhoods and populations.

Increasing resident/group access to university programs, resources and physical facilities. Opening the doors to the community requires physical and human resources in addition to a change in attitude and philosophy of staff and students.

Managing assets that incorporate both private and public/community businesses and institutions. Universities have become home to, and close partners with, retail, housing, institutional and commercial activities that serve a wider clientele than students and generate revenue beyond the normal public funds and student fees that are the traditional revenue streams.

Playing an active role in urban planning and development and urban revitalization.

As sources of expertise and investment capacity and because they are economic magnets, universities are able to participate in urban planning and development initiatives and serve as a focus for regeneration of older neighbourhoods and commercial areas.



The Role of Student Housing in Community Revitalization

These efforts are also tied to universities' attempts to draw students back to campus living. There have been examples of urban universities buying housing stock in surrounding neighbourhoods to help in the revitalization of the area, and create affordable living for students and for staff. One high-profile example is at the Marquette University in Michigan, WI., which invested \$50 million US through a nonprofit organization, to put into a 90 block radius of the campus for redevelopment in order to improve security and reduce crime (Fisher, 1995).

The development of high quality student housing is seen in this proposal as a key means by which universities can achieve these goals. It is a particularly important endeavor for universities in order to attract new students and to encourage strong links with the local community. New approaches to the provision of student housing have a range of implications for the neighborhoods surrounding universities. There is a growing awareness that new models of investment in the development of student housing can provide solutions in urban areas of economic and physical decay.

Student housing that is well-integrated within the local community has the potential to contribute to the vitality of the community and to the processes of urban regeneration. Macintyre (2003) asserts that "... more than any other forms of deliberate "urban intervention", student housing has the capacity to strengthen the social, economic and cultural framework" (p. 117).

If the size of the student housing developments is consistent with existing residential development and the lease arrangements are structured to encourage long-term residences (or if alternative arrangements are made to fill rooms during vacation periods) then the ebb and flow of demands upon services are likely to be diminished and a continuing steady contribution to the local economy can be sustained. As well, housing that is attractive and competitively priced and designed for the needs of students at all levels of study is more likely to be required for the whole of the calendar year and to attract a more diverse range of students. This is likely to mean greater integration of the residents with the host community. (Macintyre, 2003)

The following proposal, then, should be seen as being consistent with this emergent role as occurring in other urban universities around the world.



Demographic Trends and Enrollment Projections

Enrollment projections being used by the University of Winnipeg are predicting a cyclical downturn in what has traditionally been university-age cohort (18-22). Based strictly on demographics we are certainly facing possible declines in enrolment. There are fewer students entering high school and this trend will continue over the next several years. There are simply fewer people in this age group. Based on demographics alone it is certainly possible that we will face enrolment declines. As well, the University of Winnipeg will face the challenge of attracting international students.

There are some compelling reasons however to expect some modest growth. Sheer numbers of people in a certain age group is not the only factor to consider. One also has to look at participation rates and the percentage of the population attending university continues to rise. In the 60s and early 70s only a modest percentage of students finished high school and even fewer went on to university, but this has changed significantly since. A much higher percentage of students finish high school and a greater proportion go on to university. Although there are (and will be) fewer people in the age group eligible to attend university a greater percentage are going on to obtain a university education. This is particularly true of women. As well, enrollment could rise if the University of Winnipeg is able to attract a greater number of Aboriginal students, as they are a young and rapidly growing population.

The Challenge of Attracting International Students

As an undergraduate university, the University of Winnipeg has always faced a challenge in attracting international students. Yet, this challenge may become more acute for additional reasons. Other universities are noticing a decline in international applicants. The reasons for this may be contributed to the following:

- * Many “developing” countries are developing more and better post secondary institutions than have been available in the past. Post secondary students thus have better opportunities at home.
- * Nearly all universities in developed countries (Europe, USA, Canada, Australia, NZ, etc.) are undertaking very aggressive recruitment campaigns to try to counteract the decline in local enrolments caused by current demographic trends. The “international student pie” is being divided amongst more institutions.
- * With increased availability of educational opportunities at home, particularly at the undergraduate level, a larger percentage of students going abroad for education are, and will be, graduate students. They are more likely to gravitate to larger institutions with broader (particularly post undergraduate) programs.
- * Smaller universities do not have the same capacity to spend on recruitment.
- * Rising prices and living costs (housing, transportation, etc.) are reducing the number of students who can afford to go abroad for an education.



With these factors in mind, the University may wish to consider a potential student housing project as a means to address these concerns, or alternately, to target the housing towards an entirely different constituency.

Rising Oil Prices

At the time of writing, oil has reached \$70.00 a barrel with no end in sight, and the impacts are not limited to the gas pump: prices for a whole host of consumer goods (including food) are expected to rise (see Kunstler 2005). Volatile energy markets will also have important implications for any proposed student housing project.

The University of Winnipeg attracts students from all over the region, with a sizable concentration living along the corridor to Selkirk. Ever-higher gas prices will likely represent a considerable and growing financial burden to exurban students, one which might prove to be an incentive to move into the city. This constituency may represent a strong potential market for student housing in the near future. In an era of more expensive energy costs, the University of Winnipeg may also represent a more accessible institution to more Winnipeggers than will the University of Manitoba.

Another reason why this factor will be relevant is that a common housing strategy for students is to double- or triple-up in a house, rather than rent their own apartment. This often means living in an older house with reasonable affordable rent – and, often, poor insulation. Many students may find in the coming months and years that natural gas costs will make living in houses increasingly unaffordable. Living in a new, energy efficient residence building may look much more attractive in such a climate.

Another important consideration that a volatile energy market brings, however, is the impact it will have on advance budgeting for a number of key campus expenses including construction materials, heating and other costs. The expectation that the materials and energy required for new construction will be more expensive and should be budgeted accordingly, with a generous allowance for unexpected cost overruns. Where possible new technologies should be explored including geothermal and other energy recovery systems that would create more efficient units.



**University of Winnipeg
Safe Patrol Vehicle**



Community Needs Assessment

The following sections consider the need for a housing development, first by looking at the housing market and the 2004-2005 University of Winnipeg student residential locations. Student needs specific constituencies whom could be considered potential users of new housing units are then described; student needs will be dealt with first. What is important to stress below is that Winnipeg has a very low vacancy rate, and this has an impact on students seeking accommodations.



Student Housing -Spence Street



**Student Housing -Lions Manor
Portage Avenue**



**Student Housing
Gladstone Apartments
Balmoral Avenue**



Present Status of Student Housing at the University of Winnipeg

Before considering an expansion of student housing, it is worthwhile to consider the present population of students in residence. The U. of W. Registry and Homestay options provide 495, or 73 percent, of the student housing options. Less than five percent of our current housing options are adequate (size and number of bedrooms) for families. We might be able to address this gap with project development that accommodates families from the surrounding neighbourhoods that may have students in the household (Aboriginal or immigrant families for example). In this way we would be addressing both university and community objectives. Concerns have been raised that we do not provide enough family accommodation for students, which presents a potential growth area for attracting new students.

| Current Housing Spaces for University of Winnipeg Students 2005 | | | | | |
|---|---------|-----------------|-------------------|----------|-------|
| | Kinkora | U of W Registry | U of W Residences | Homestay | Total |
| Room & Board | - | - | - | 431 | 431 |
| Shared Room/ Common Area | 8 | 19 | 137 | - | 164 |
| Bachelor Apartments | 1 | 3 | 3 | - | 7 |
| One Bedroom | 26 | 19 | - | - | 45 |
| Two Bedroom | 11 | 8 | - | - | 19 |
| Three Bedroom | - | 15 | - | - | 15 |
| Total | 46 | 64 | 140 | 431 | 681 |

Source: Laurie Bertram



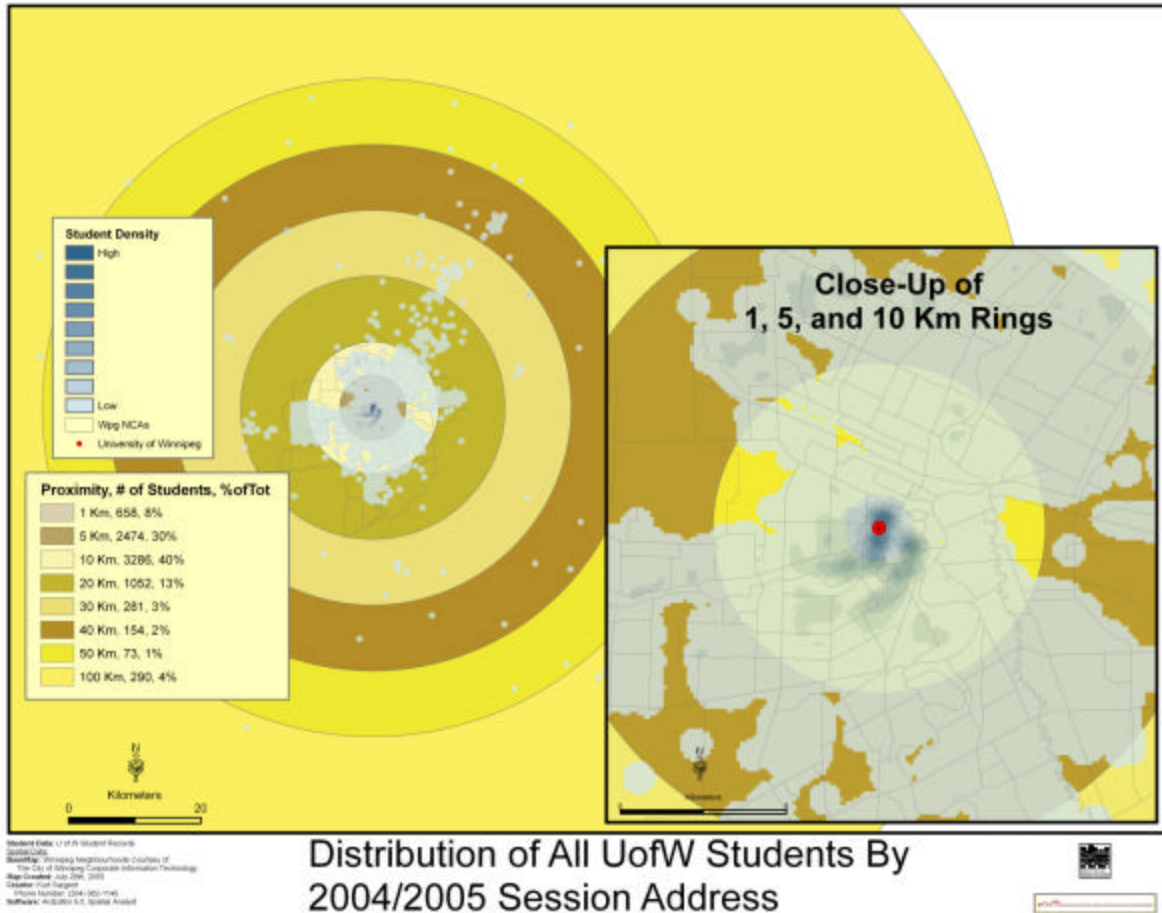
Student housing does require a certain level of subsidies and while there are other benefits both monetary and non-monetary associated with providing student accommodations, there are a number of important questions:

- * How much are we prepared, or can we afford, to lose?
- * Are there ways of reducing the loss per unit?
- * What are the other monetary and non-monetary benefits of providing student (or other) housing?
- * Have these benefits been adequately documented?
- * Can we increase the stay-over-the-summer ratio? This reduces vacancies and losses.
- * Is there flexibility to increase rents? Rents in general, and particularly in West Broadway, have been increasing. However our previous work on student housing needs suggests many students in private sector rental accommodation share, reducing rental rates per person. This probably reduces our flexibility to raise rents substantially.

University of Winnipeg Student Residential Locations

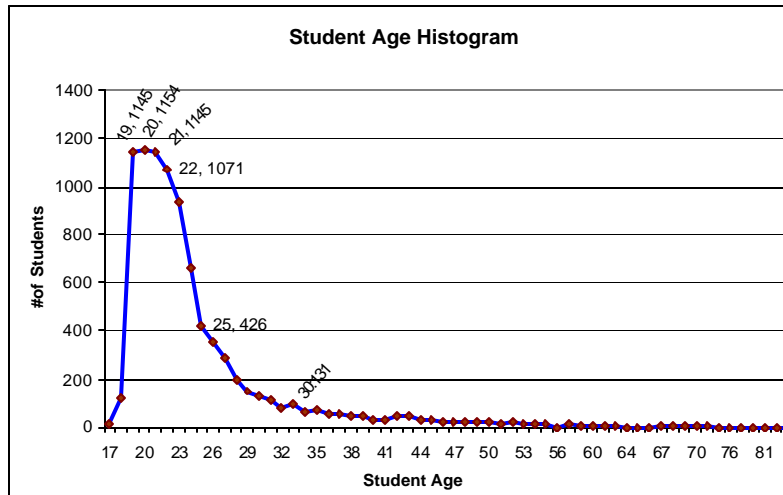
In order to gain a better sense of how future student housing needs are related to residential locations, an analysis was undertaken using a table supplied by the University of Winnipeg's Student Services department. The table contained each student's date of birth, status (Canadian vs. Visa), and their permanent and sessional address postal codes for the 2004/2005 academic year. Using GIS, a map point was plotted for each student's sessional postal code, allowing for further spatial analysis. *Proximity rings* were used to count the number of students from various categories within each ring.

It should be noted, however, that the student data that was provided did not differentiate between students who were physically attending classes on campus, and those taking classes via Distance Education. For the purposes of this project, all students falling outside of a 100 Km radius of the University of Winnipeg are assumed to be beyond a reasonable commute and have therefore been excluded from this analysis. Thus, of the 8634 students registered in the 2004/2005 academic year, 8268 are included in this analysis representing 96 percent of the total student population.



In order to examine the role age plays in location choices, the student body was divided into two groups, those under 25 years of age, and those aged 25 years and over, (see map Plates 3 and 4). The average age of the University of Winnipeg’s student body is 24.5, while the median age is 22. The chart on the following page shows a histogram of student ages. The graph peaks at 20 years of age, and begins to plummet around age 23 to age 25-30 before evening out again.

Since there are many more students under the age of 25 (67.2 percent) than those 25 years and older (28.6 percent), it’s the proportions within each cohort and their locations that need to be focused on, rather than absolute numbers. These proportions from the map legends are in the table on the following page. As can be seen, just over half (52 percent) of persons 25 and older live within 5 Km of the University of Winnipeg in contrast to 32 percent of persons under 25 (with proportional values becoming more evenly distributed as distance increases).



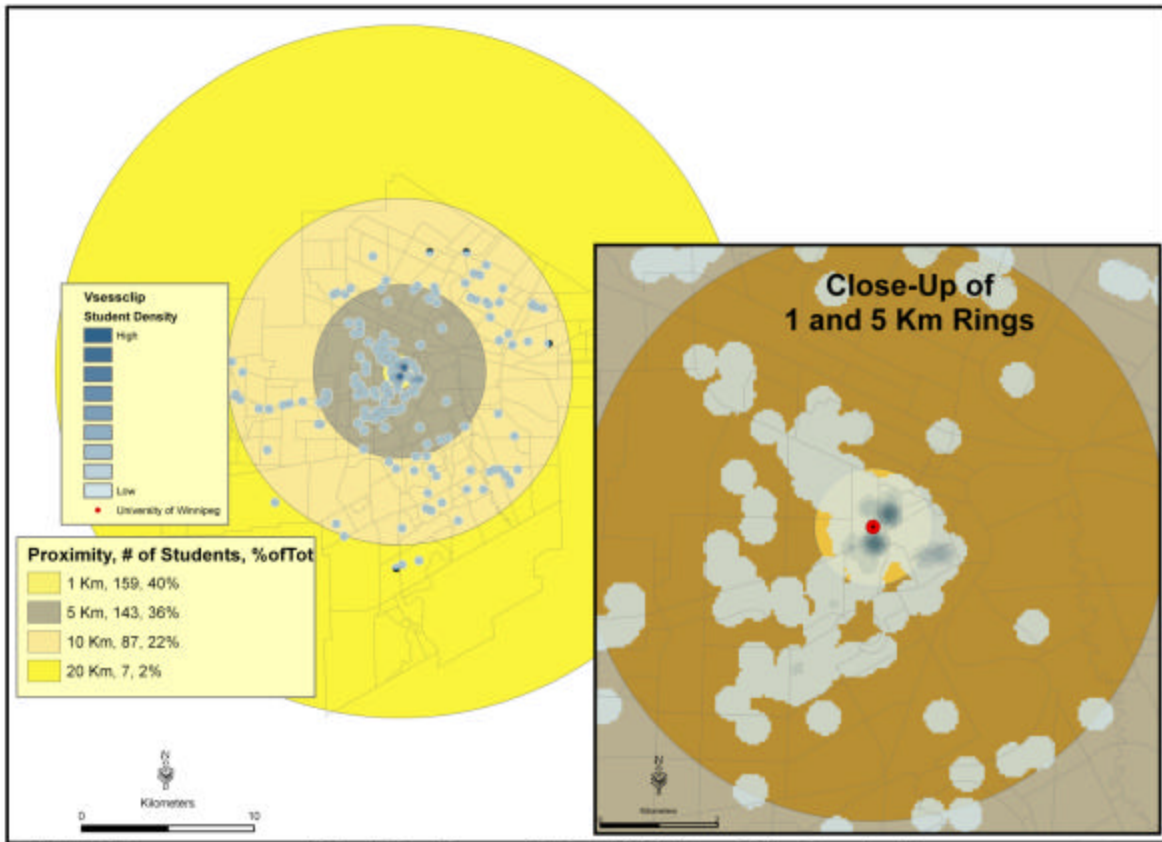
| Age and Distance | | | | |
|-----------------------|-----------------------|------------|--------------------------|------------|
| Distance (kilometers) | Under 25 years of age | | 25 years of age and over | |
| | Number | Percentage | Number | Percentage |
| 1-4.9 | 359 | 6 | 299 | 12 |
| 5 | 1490 | 26 | 984 | 40 |
| 10 | 2547 | 44 | 739 | 30 |
| 20 | 795 | 14 | 257 | 10 |
| 30 | 240 | 4 | 41 | 2 |
| 40 | 113 | 2 | 41 | 2 |
| 50 | 57 | 1 | 16 | 1 |
| 100 | 201 | 3 | 89 | 4 |
| Na | 5820 | 100 | 2466 | 100 |

One possible interpretation of this is that younger students may be living with parents in suburban areas, while older students tend to have moved out on their own into affordable apartments – close to downtown. Overall, the distribution of students presents a challenge in seeking ways to increase the number of students residing in closer proximity to the university. One might speculate that adding more units closer to the university will help draw more students.



Map plate #1 and subsequent plates show both student density and proximity to the University of Winnipeg. In Plate #1, the entire student body is represented. As can be seen, 658 students (8 percent) live within 1 km of the University of Winnipeg; 2474 (30 percent) live between 1 km and 5 kilometers away; and 3286 (40 percent) live between 5 and 10 kilometers away. The density grid shows that there is a significant amount of students clustered in and around the University of Winnipeg, in nearby neighbourhoods such as Wolseley, Spence, and West Broadway, as well as in the Osborne and Corydon Village areas, plus smaller pockets within various suburban areas.

Map Plate #2 illustrates the distribution of the 396 international students who were registered in the 2004/2005 academic year. As can be seen, 40 percent live within 1 kilometer of the University of Winnipeg, while another 36 percent live up to 5 kilometers away. This certainly suggests that international students, likely due to their lack of family ties, tend to locate close to the University of Winnipeg. The fact that 658 students (8%) currently live within 5 km of the campus suggests that there are either few options currently available or students are choosing other neighbourhoods at greater distances.



Distribution of UofW Visa Students By 2004/2005 Session Address



Winnipeg Housing Market

With respect to the resale market, the sale of single-family units has seen year-to-year price increases in excess of 10 percent. For the first half of 2005, the trend remains positive and upward with total sales expected to exceed 1 billion dollars for the fourth consecutive year. New construction is also experiencing gains not seen for some time, as historically low mortgage rates and decreasing supply of lots put strains on the market.

In the Spence and West Broadway neighbourhoods, rents have risen, vacancies dropped and the resale market has rebound. The following points highlight some of the trends in the rental and resale market that have an effect on the ability of students and other households in the neighbourhoods surrounding the University to access affordable rental housing:

* Apartment vacancy rates in Winnipeg are low; 1.1 percent in October 2004, down from 1.3 percent in October 2003. Rates in Winnipeg are lower than in Toronto (4.3 percent) and below the national average of 2.7 percent;

* In October 2004 vacancy rates in one bedroom apartments stood at 1.2 percent, two bedrooms at 0.9 percent and three bedrooms at 1.9 percent;

* Vacancy rates in Winnipeg's inner city are only slightly higher than the city average and stand at 1.3 percent, down from 1.9 percent in October 2003;

* In the inner city vacancy rates for one, two and three bedroom apartments stood at 1.2, 1.1 and 5 percent respectively;

* Rental rates have been rising in Winnipeg. In October 2003 the average rent for a two-bedroom apartment was \$645.00. By October 2004 this had increased to \$664.00, representing an increase of 2.9 percent. In the inner city two bedroom rents increase from \$643 to \$668 over the same period, an increase of 3.9 percent.

* Evidence from renters (some of them students) living in the Spence and West Broadway neighbourhoods suggests rental increases have been much more significant in many projects. Some projects have been purchased by new investors and renovated, others have been renovated by the existing owners. With the ability under rent control legislation to pass through the cost of renovation to tenants rents some projects have increased more than 20 percent over a two-year period. Some displacement of low-income households, including students has occurred. West Broadway and Spence are becoming more attractive residential locations, perhaps because of public investment in neighbourhood revitalization initiatives. With growing attraction prices of buildings, both ownership and rental housing are increasing;

* Relatively few units of affordable rental housing have been built over the last decade. Although new projects are being built under the Affordable Housing Initiative, very few have been in the inner city and most are targeted to more modest income households. It may be eighteen months to two years before rental housing affordable to lower income households reaches the market under this program initiative;



* Rental markets (particularly for low income households) are predicted to remain tight for the next couple of years and it is anticipated that rents will continue to increase faster than the cost of living index and the incomes of low and modest income households;

* Demand has been high in Winnipeg, partly because of significant increases in immigration. Approximately 7500 immigrants arrived in Manitoba last year, the highest number for many years. Not all of them settled in Winnipeg and not all of them are renters but many have accessed rental housing;

* The population of Winnipeg has also been growing faster than predicted which has been increasing housing demand overall;

* Although many renters have been moving from the rental to the ownership market in recent years taking advantage of historically low interest rates and very affordable prices in the ownership market, this may change. Winnipeg has experienced double-digit house prices during 2003 and 2004 and prices are continuing to escalate in 2005. These increases in house prices, plus anticipated increases in interest rates over the next couple of years may slow the flow from the rental sector. This will put more pressure on the rental housing sector;

* The number of units in the rental sector has declined in recent years. There have been very few additions to the rental sector as it has not been a profitable investment for investors who have turned their attention to the condominium sector instead.

There has also been a number of demolitions of rental units; usually those that represent the most affordable, although not always the best quality stock. There have also been conversions of rental projects to condominiums.



Housing Needs Indicators

An examination of housing problems and housing need indicators in Winnipeg reveals the difficulties that face low-income students and other households in their efforts to access affordable housing. The following points highlight some of the key issues related to housing need;

- * The proportion of renters in core need currently stands at 30.4 percent. This is down from 36.1 percent in 1996 but similar to the 1991 figure of 30.6 percent.
- * The average income of all renters in core need in Winnipeg in 2001 was \$14,364 and their average shelter costs to income ratio was 45.6 percent.
- * For senior renters living alone the incidence of need is much higher, standing at 44.2 percent. Their average income was \$15,095 and their shelter to income ratio was 43.6 percent. Senior renters living alone made up 31.5 percent of all households in need.
- * Approximately 8.4 percent of all senior households that rent spend in excess of 50 percent of their income on housing. This proportion rises to 10.2 percent for non-family (single) seniors. Average shelter to income ratios for these two groups are just over 60 percent.
- * In the downtown and inner city areas 52.2 and 47.4 percent of all senior households live below the poverty line. For non-minority, non-Aboriginal seniors the equivalent figures are 47.5 and 16.7 percent and they rise to 90.0 and 70.6 percent for Aboriginal seniors.

* For non-senior renters living alone the incidence of need was 30.8 percent, they had an average income of \$11,623 and their average shelter to income ratio was 48.3 percent. Non-senior renters living alone made up 37.1 percent of all households in core need. This is the group that would include many students attending university.

* For lone parent renters the incidence of need was 42.8 percent, they had an average income of \$16,136 and their average shelter-to-income ration was 44.4 percent. This group made up 17.2 percent of all households in need. This group would also include some university students.

* Poverty rates in the inner city stand at 40.2 percent for all households and 32.6 and 56.3 percent for family and individual households respectively. Equivalent figures for the city are 20.3, 15.5 and 44.2 percent.

* Recent provincial policy on social assistance rates has also made access to affordable housing more difficult for social assistance recipients. The shelter component of social assistance has been frozen for more than ten years while rent control guidelines have allowed annual increases in rent of one to one and a half over the last ten years. Rents and the general cost of living have increased annually but the freeze on the shelter component has been maintained.

Waiting lists for social housing have increased with waits of three years or more common in many of the social portfolios in Winnipeg. The waiting list for 800 units of Aboriginal housing is approximately 2400 households.



Housing Needs of Students

The provision of suitable and affordable student housing has become an increasingly important means for universities to attract new students. Evidence suggests that stable and secure accommodation is an important determinant of the retention and success of students in post-secondary institutions (Smith, Gauld & Tubbs, 1997). Macintyre (2003) stresses, however, that the residential needs of students are not homogeneous and the development of future student housing must reflect the diverse nature of the student body and the inevitability of change. In particular, students representing a broad range of age groups, as well as students of varying race and ethnicity increasingly populate metropolitan universities. Therefore, the design of student accommodation must suit the needs of a diverse student body consisting of both traditional and nontraditional students.

While affordable housing is often a top priority for students, there is no need to emphasize the word “student” when talking about “student housing.” In reality, the discussion is more about *housing* students, than about the creation of *student* housing. In other words, we need to be thinking about students as complex, diverse, individuals, who may also be parents (lone or in couples), immigrants, low-income workers, young people living away from parents, (or with a combination of these characteristics), etc: the one thing they all have in common is that they are students, but this is not the sole determinant of their identities and lives.

Housing students, then, is also about housing these other groups. Those who are also students do have specific needs: for example, desk work space, computer internet connections, proximity to campus (or else efficient, quick transit links), and affordability. However, different kinds of students also have needs that align with those of other populations in the community: for example, whether they are students or not, parents need child care, immigrants may need language learning opportunities or access to job banks, those with low incomes need information about the benefits that might be available to them, as well as supports such as food banks and clothing banks, young people may need advice from counselors on a variety of situations, such as coping with homesickness and loneliness, or figuring out how to manage a budget. As such, the discussion below makes specific reference to the needs of these diverse populations.

Currently, the majority of post-secondary students find their housing either with parents, or within the private rental sector. In the latter case, that housing may be affordable, but only because it is also either unsuitable in terms of space, or inadequate in terms of condition. Often, that housing fails in terms of all three of the CHMC conditions for acceptable housing – it is neither suitable, nor adequate, nor affordable. Being housed in such conditions creates other problems – social exclusion, poor health and overall well-being. (Carter and Polevychok 2004; Hay ; Edgeland and Lewis). It makes sense, then, for universities to consider ways in which student populations might be better housed.



Given the diverse needs of student populations, it might be appropriate to consider the development (or procurement) of different types of housing options that would be integrated within existing communities. An advantage to this approach could be that students will wish to remain in those communities, thus alleviating the summer vacancy situation that the university presently faces. This would be especially appealing to students with families, where the children attend a local school. Of course, this also means that the university would have to be willing to allow students to remain in housing past their first year, and at the same time addressing the resulting waiting lists for housing faced by incoming students. Another advantage to allowing students to remain in student-oriented housing beyond their first year is the possible increase in the retention level of students: not only is that university creating a less stressful situation for students by allowing them to stay in one place, but is also creating a sense of loyalty and commitment to both the university and the study program.



Looking south - sixth floor
University of Winnipeg

Housing Needs of Other Key Constituencies

Immigrants

Many recent immigrants (arriving in the last five years) live in the inner city in neighbourhoods adjacent to or near the University. They make up approximately 4 percent of the inner city population and 8 percent of the downtown population. In neighbourhoods like Spence, Daniel McIntyre, West Alexander and North Portage they make up 8 to 12 percent of the population. (For detailed statistics on immigration to Winnipeg, see **Appendix 3**).

For immigrants and refugees, affordable housing with security of tenure profoundly influences adaptation, integration and life-chances in the new society. It provides an environment that enables refugees and newly arrived immigrants to rebuild their personal and cultural identity and facilitates the building of a new “home” and new informal social support networks.

Unfortunately, the incidence of core housing need is high among recent immigrant households, especially immigrant households that rent. In all CMAs in Canada in 2001, 12 percent of immigrant households that own and 36 percent of those that rent were in core need. Similar figures for non-immigrants were seven and twenty-eight percent. For immigrants that had been in the country for less than five years core need figures rose to 24 percent for owners and 39 percent for renters. Core need figures for immigrant households in Winnipeg approximate the CMA averages but the concentration of



recent immigrant need households was highest in Winnipeg and this concentration was in the inner city.

When attempting to access housing, immigrants and refugees, particularly those who are “visible minorities,” often face discrimination. This discrimination is often more common in the private rental market where most new arrivals have to access housing. Although social or non-profit housing may not be entirely faultless when it comes to discriminatory practices, the mandate and the regulations under which social housing operates certainly reduce the likelihood that recent arrivals will face the same discriminatory practices they face in the private market.

Social or non-profit housing also presents a much more affordable option for recent arrivals who often exist on limited incomes. Immigrant and refugee access to social housing, then, may facilitate the resettlement process, reducing the transition time and the long term cost to society in other areas such as health, education, social assistance and employment insurance.

The number of immigrant arrivals has increased steadily in Winnipeg since 1998 and it is anticipated that arrivals will continue to increase over the next few years. Over the past ten years the distribution of these immigrants by class breaks down as follows: 24 percent family class; 56 percent economic immigrants; and 20 percent refugees. Although economic immigrants generally have investment income or access to better paying jobs, thus easier access to affordable housing, close to half of all immigrants fall in the family sponsorship or refugees categories and are likely to have lower incomes and more difficulty accessing affordable housing.

The annual flow of foreign students has also increased in Winnipeg in recent years. Of course, not all of these students attend the University of Winnipeg, but many of those that do have a need for housing.

There is a regular flow of refugee claimants and other people entering the county on humanitarian grounds. Although the numbers are small they represent a group that has a desperate need for affordable housing. As well, there is also an annual flow of foreign workers into the province and to Winnipeg. Many foreign workers are domestics or working in low paying unskilled positions and have very little income, making access to affordable housing difficult.

Adequate, affordable housing for immigrants has a larger economic importance: Immigrants currently drive much of the housing demand and labour force growth in Canada and in Manitoba. With an aging population this will continue to be the case in the future provided current policy on the level of entrants remains in place.

Successful integration of immigrants, therefore, has far-reaching implications for many sectors of Canadian society. Housing is the essential first step in the resettlement process. Without such housing people have compromised health, poor security, jeopardized educational and employment opportunities and an impaired social and family life, all of which carry high social and economic costs for families and households, all levels of government and society in general.



Aboriginal Peoples*

This section reviews Aboriginal peoples and their relationship to post-secondary studies and student housing. First, it is important to note that no consultations with the Aboriginal community were conducted for this report; however, the Aboriginal community must be consulted should future development go ahead, and any decisions affecting Aboriginal students' access to housing must be made in a collaborative and respectful way.

There is relatively little research in the area of recruitment and retention of Aboriginal post-secondary students, and even less attention given to Aboriginal students living on-campus (CMHC 2004, 4). What is certain is that Aboriginal post-secondary students face many challenges seeking safe, affordable, adequate, and culturally supportive housing. The lack of safe supportive housing is a key reason many Aboriginal students leave school prematurely. Despite these challenges, it is estimated that 2,040 Aboriginal individuals hold a bachelor's degree in Winnipeg (Ponting 2004,148).

Evidence suggests that higher levels of achievement are more likely if Aboriginal cultures are taken more seriously (Kehoe & Echols, 1994).

The term "culture" is applied to indicate a complete way of living that is based on traditional cultural values and worldview. An Indigenous "world view" asserts that all life is sacred and interconnected. Humans are neither above nor below others in the circle of life, and every decision made affects family and community (Henderson 2000, 259).

Those who positively identify with their heritage, even in the face of the dominant society's devaluation, are likely to do better with their studies than those minority people who identify less positively with their heritage (Ryan 1995). An Aboriginal student house or residence that provides a culturally supportive environment would help greatly in students' ability to succeed at the post-secondary level.

The 2001 census revealed that 245,000 of the 976,305 Aboriginal peoples who reported Aboriginal identity lived in 10 of Canada's census metropolitan areas (CMA with a population over 100,000) with Winnipeg reporting the greatest number. Winnipeg's 2001 CMA total Aboriginal population was at 55,760 (8.4 percent of the total population) and is expected to exceed 100,000 by 2020 ("City seeks dialogue on urban Aboriginal issues").

* While there is no single or "correct" definition of the Aboriginal population *Aboriginal Peoples*, the term Aboriginal Peoples generally refers to North American Indian (now known as First Nations people), Inuit and Métis. The Canadian Constitution recognizes these three groups as persons with distinct heritages, languages, cultural practices and spiritual beliefs. See Guimond. (2003) *Fuzzy Definitions and Population Explosion: Changing Identities of Aboriginal Groups in Canada*. In Newhouse & Peters. (Eds.) *Not Strangers in These Parts: Urban Aboriginal Peoples*. Policy Research Initiative, Government of Canada.



A significant proportion of Aboriginal peoples live in Winnipeg's inner city (Silver 2000). Given the University of Winnipeg's downtown location, there would seem a natural role for the University to target this population.

There is significant need for affordable and adequate housing for Aboriginal peoples in Winnipeg. Collectively, the urban Aboriginal housing groups in Winnipeg have over 2,400 people on waiting lists for the 800 units of housing for which they manage. The Manitoba Housing Authority has over 3,000 people on a waiting list for the housing authority's 8,000 rent subsidized housing units in Winnipeg (Helgason & Wilson, 2004).

A household is said to be in core need if its housing falls below at least one of the adequacy, suitability or affordability standards, and it would have to spend 30 percent or more of its before-tax income to pay the median rent of alternative local housing that is acceptable (meets all three standards). In Manitoba, 26.3 percent of all non-reserve Aboriginal households are in core need. The figure for owners is 11.2 percent and for renters 39.5 percent. Equivalent figures for non-Aboriginal households are 13.6 percent, 7.8 percent and 28.6 percent.

The majority of non-reserve Aboriginals in the Province live in Winnipeg. The average household income of all non-reserve Aboriginals in core need in Manitoba is \$15,168, their average shelter costs are \$469 and they pay on average 42.7 percent of their monthly income on shelter. For owners the equivalent figures are \$19,673, \$537 and 35.7 percent respectively, and for renters these figures are \$14,053, \$452 and 44.5 percent (CMHC 2004).

In urban Manitoba, Saskatchewan and Alberta where many Aboriginal lone-parent households are located seven out of ten of these households are in core need. This ratio rises to eight out of ten for lone parent households that are renting. (Ark Research Associates 1997). The Aboriginal Peoples Survey conveyed that family responsibility topped the list of reasons for not finishing post-secondary studies. (APS 2001, 19). The most important barrier for students is the lack of family housing because individuals who have spouses and children/dependents typically put the needs of their families above their own individual needs. The extended family is an important part of Aboriginal cultures and many students feel that housing policies and regulations are often not flexible enough to accommodate this important cultural dynamic of the extended family (CMHC 2004, 36).

Finally, retention is more than finishing a degree and should not be viewed by mainstream institutions as a means of assimilation. Post-secondary institutions should create a space that respects Aboriginal cultural values and knowledges which builds reciprocal relationships between the institution and the community, respects different worldviews and assist Aboriginal peoples to exercise responsibility over their own lives. Considering the broader goals of Aboriginal peoples for self-determination is key. Aboriginal peoples trained at all levels will enhance their capacity to develop structures and services within their own communities and organizations regardless if it is law, education, health, administrative, business or trade (CMHC 2004, 13).



The following points are factors that support Aboriginal student housing:

- * Aboriginal housing societies who liaise with educational institutions and housing rental agencies that may provide counseling, based on the understanding of the historical, social, cultural, economic and political matters that impact students;
- * Post-secondary institutions that have designated Aboriginal staff to assist students with housing and other student service responsibilities;
- * On-campus housing that may reduce feelings of isolation and provide opportunities to establish relationships;
- * On-campus family housing may increase feelings of safety and is more accessible to campus facilities;
- * Physical space for culture and ceremony; community relationship that is important for networking and relationship building to and with other Aboriginal peoples who share similar worldviews; creating something for their community while they are attending school keeps them active in their community;
- * Ombudsman person where students may express concerns and suggestions;
- * Sharing circles where students may express needs such as flexible policies that reflect the unique aspect of their lives;
- * Participation in decision-making practices so they may have impact into alternative solutions to specific needs;
- * Cross-cultural training for students, staff and administration supporting Aboriginal

- * Process for dealing with discrimination and racism;

- * Flexible occupancy policies.

- * First Nation organizations investing in student housing in the urban setting;

- * Websites and handbooks with information on affordable housing;

One important Aboriginal student housing model highlighted in the literature is that of the housing cooperative. In the report, *Assessing the Feasibility of Aboriginal Student Housing Co-operatives* (Farnosky & Pinay 2004) two approaches were highlighted:

- * Aboriginal student leasing and management co-operative, where outside organizations or groups maintain ownership of housing facilities and an appropriate level of facilitation staffing is provided;

- * Development of a facility by an outside group that turns over ownership to a co-operative of mature students with a higher level of home ownership capacity.

Many Aboriginal peoples have a collective development approach in order to serve the purposes of attaining economic self-sufficiency, to improving socio-economic circumstances and the preservation and strengthening of traditional culture, language and values. The report proposed that the cooperative model of student housing could be a suitable method of development for Aboriginal students due to this collective approach.



Families, Especially Single Parents

While there are numerous motivations compelling single mothers to attend formal schooling, such as entering the competitive knowledge-based economy in order to provide financially for their families after graduation, extreme material poverty plays a dramatic role in determining their access. As social assistance is the primary income provider for single mother families in Canada (National Council of Welfare 2001), it is particularly difficult for women to participate in the labour force or attend formal schooling with pre-school children as daycare is an expensive and unattainable luxury (*ibid.*). Without safe, affordable housing, subsidized day care, and adequate social assistance, a university education is clearly out of reach for impoverished single mother-led families. Without adequate housing and incomes, their poverty will likely deepen over time.

For example, the majority of Aboriginal single mothers in attendance at the University of Manitoba rely on meager but extremely necessary stipends from their home communities, whereas their Aboriginal and non-Aboriginal counterparts who are permanently residing in Winnipeg, are unable to access the requisite income assistance from Manitoba's Human Resources and Development (Social Assistance) to pursue post-secondary schooling at the university level. This means single mothers in Winnipeg who are uneducated will likely remain that way indefinitely, as they simply cannot afford to leave their families to attend formal schooling, or forego income support to

pursue upgrading or educational programs at the university level (Cooper 2004).

This is not the case, however, across Canada. In the province of Newfoundland and Labrador, for example, the Human Resources Development Canada provides income support for single parents to attend the post-secondary institutions of their choice.

While the HRDC compensates for the minimum expenses associated with housing and subsidized child care, it does not cover tuition or related fees. Still, single parents receive the same amount of income support whether they attend school or not, and they are able to pursue their studies in whatever trade or undergraduate degree they wish. According to the National Council of Welfare poverty rates drops significantly among those who possess university degrees than those who do not, as a university education is an important key to raising socioeconomic levels among individuals (NCW 2004, 77).

While the federal government has simply "identified" the importance of creating and maintaining the well-being of all children in the country (Cooper 2004:89), the degree of child poverty remains high nationally and locally. Currently the University of Winnipeg has a unique opportunity to do much more: to consider Winnipeg's children in the context of their families and work toward alleviating some of the hardship they currently endure, simply by creating accessible, affordable housing for its students and neighbours.



Seniors

A new model for student housing must also consider shelter provision for the aging population. Forecasts suggest that current demographic trends of fewer births and longer life spans, coupled with the baby boom, will lead to an unprecedented high proportion of older adults in the coming decades (Kressley & Huebschmann, 2002). In Canada, for example, approximately 13.0 percent of the population was aged 65 or over in 2001 (Statistics Canada, 2002a), a proportion that is projected to reach 21.4 percent by 2026 (Statistics Canada, 2002b).

In response to the “graying” of the population, it has become increasingly important that society adjust to accommodate the growing number of older adults. As people are living longer, and in many cases retiring younger, they are looking for more meaningful and mentally challenging ways to spend their retirement years. The concept of “lifelong learning” describes a relatively new trend of seeking education throughout one’s lifetime. According to Kressley & Huebschmann (2002), as the traditional student population declines, continuing education for adults is becoming a major enterprise. Post-secondary institutions have begun to develop an array of services and programs that cater to the over-55 population (Hsiao, 1993). Moreover, the education of older adults has been considered the fastest growing branch of adult education in post-industrial countries (Formosa, 2000).

Kressley & Huebschmann (2002) suggest that as the number of traditional university students decline, new approaches are required in relation to student services and campus infrastructure including student residences. The authors provide several examples in the United States of retirement communities that have been established on university campuses. Such housing arrangements allow older adults to interact with younger generations, as well as to be involved in campus events and activities.

In terms of the University of Winnipeg, a life-long learning approach would encourage older adults to live in proximity to the campus. However, within the inner city of Winnipeg, low-income housing for seniors that is comprised primarily of bachelor suites is no longer suitable for the growing older population. Therefore, it is plausible that new forms of housing tenure on campus would be of interest to seniors pursuing life-long learning and interested in remaining engaged in society. However, within the inner city of Winnipeg, low-income housing for seniors that is comprised primarily of bachelor suites is no longer suitable for the growing older population. In addition, 43 percent of older renters are in core housing need (CMHC, 2005). Therefore, it is plausible that new forms of housing tenure on campus would be of interest to seniors pursuing life-long learning and interested in remaining engaged in society.



Residents with Disabilities

The common areas and entrances in the housing facility will need to be consistent with existing campus policies concerning universal design. However, it should also be emphasized that a certain number of the suites themselves should be designed with wheelchair access in mind, with lower sinks and countertops, and wider washrooms with handrails. (See also project principles, section 4.2 below).

Gay/Lesbian/Bisexual/ Transgendered Residents

The University of Winnipeg should also consider the needs of gay/lesbian/transgendered students, in terms of creating both a positive policy environment and a physical one as well. As an example of current practice, the University of California at Berkeley has a Lesbian/Gay/Bisexual/Transgendered Student Residential Theme program (for more information see <http://www.housing.berkeley.edu/theme/lgbt.html>) which is an integral part of a larger approach to LGBT identity issues, including academic courses, the social life of campus, and practice of faith. Deakin University in Australia seeks to identify gay positive homes in which to place LGBT students (<http://www.deakin.edu.au/dusa/housing/offer.php>) and the University of Wisconsin has two paid positions to act as housing liaison officers for LGBT students (<http://www.uwalumni.com/glbtag/report.html>).



**Atrium-Main Floor
University of Winnipeg**



**Riddel Cafeteria -Main Floor
University of Winnipeg**



Project Planning Considerations

As set out in the introduction, this report will not propose an actual project, nor is it premised on a specific design. The report shall, however, discuss general principles as they relate to the campus and to student housing developments in general; this discussion should then be borne in mind should such a project proceed in the future.

This section will discuss: the pros and cons of potential development options; key principles that should support such a project; the campus as a site for potential development; the nature of “mixed-use” development with specific reference to student housing; an overview of the sorts of amenities included in campus housing; and noteworthy examples of innovative campus housing developments elsewhere.

Potential Development Options

This report, although not specifically assessing site selection, views the potential for student housing as having four distinct possibilities. Each of these options must be weighted carefully within current policies and goals to ensure that any project adheres to the University of Winnipeg’s sustainability and development objectives. Briefly, the four options are as follows:

Build new. This would have the advantage of occurring on a site of the University of Winnipeg’s choosing and would enable the University to develop the site to the highest standard. As this report highlights, this option may also be more affordable than adapting an existing building to the necessary standards.

Innovative Adaptation or reuse of existing structure to become a multi-family housing development. This would have the advantage of contributing significantly to downtown renewal, and could also work to support larger environmental sustainability goals. Such an approach may be more expensive and may not accommodate all elements that might otherwise be incorporated in a new building. However, the result would be the preservation of an existing structure and the reuse of a currently vacant or underutilized building saving a significant amount of resources and materials.

Takeover of a lease on an existing multi-family housing development: This may be the most expedient option but would be constrained by the existing structure’s configuration. The structure may also need expensive repairs and modifications to meet current standards. This option may not be as attractive to potential residents as would be a new or a rehabilitation project.

Purchase of an existing multi-family housing development: Again, this may be an expedient option, but it may also be expensive in the current housing market and, again, may result in less than optimal building conditions which may need repair. This approach may not be as attractive to potential residents as a new or adapted building.



Proposed Design and Project Principles

Within the context of the various development options, this report illustrates some useful principles that should be considered when planning for the housing project:

Building innovation and strict design guidelines: Any development should be a showcase, utilizing the necessary technologies to create a truly signature structure;

Adaptive reuse of existing city buildings: There may be opportunities in the immediate area to adapt existing buildings to conform to the University's policies and objectives;

Universal design, both physically and socially: Be consistent with broader University policies of inclusiveness to ensure access to all;

Cross-cultural appeal: Housing can be an integral part of a strategy to attract Aboriginal and international students;

Relationship building: Housing should be undertaken to cultivate relationships among students, the local community and the University;

Security: The development should enhance the security of both the residents within and the community in general;

Economic Sustainability: Should be affordable in the long-term and provide options for local residents to find employment;

Environmental Sustainability: Should be consistent with other campus sustainability initiatives;

Collaborative planning approach: Should be undertaken in a fashion that values and builds on the local knowledge of area residents and stakeholders;

Integrated with community: Should value all stakeholders and account for the needs and desires of the community;

Family orientation: Besides accommodating students with partners and children, it should include common areas or guest apartments, to allow for family visitation;

Stable, year-round housing for academic career: Should strive to provide students with housing throughout their stay at the University of Winnipeg;

Private-sector involvement: The University of Winnipeg should look to the private sector to play a lead role in the development and potential management; and

Outreach: Can enhance the attractiveness of the University of Winnipeg to students from outside Winnipeg, especially the North.

The proposed design and project principles are not intended to be an exhaustive list, more so, they should be viewed as a starting point for consideration.



“Mixed-use Development”

A review of recent literature on student housing developments shows that there is a decided emphasis on constructing mixed-use, or multi-functional facilities. Mixed-use development is becoming more common for student housing development, either in terms of recent construction or proposed development. With changes in technology (especially broadband and wireless internet) and other expectations where amenities are concerned, the whole idea of what constitutes student housing is changing; "Student tastes [are] moving away from...double-loaded corridors with gang showers...[they want] student communities, not just student warehouses" (Gannon, 2003)

Mixed-use development would cultivate working relationships with surrounding businesses; the university would provide options for students to remain in housing year-round. It is worthwhile, however, to set out what “mixed-use” actually means in terms of the planning literature. In 2003, the Urban Land Institute in Washington D.C. produced a book on Mixed-use Development (Schwanke, 2003). Many of the concepts in this book are based on another ULI publication in 1976 on the same topic. According to the ULI, a mixed-use development is one in which:

- * There are three or more “significant” uses that constitute sources of revenue for the tenants, such as retail/entertainment/office, residential, hotel, civic/cultural/recreational;
- * These land uses are physically and functionally integrated to a significant degree, so that pedestrians can access all uses

easily. This mixing should occur within one city block and be positioned around a key public space, such as “a street, park, plaza, atrium, galleria or shopping center” (Schwanke, 2003, p. 5); and

- * The entire array of uses is incorporated into a coherent plan.

Mixed-use is essentially consistent with “smart growth” and “new urbanist” principles, in that it means mixing income levels and resident groups (sometimes with a mandated percentage of affordable housing); easy access to public transit to reduce the impact of motor vehicles on the site; building at higher-than-usual densities; providing opportunities for gathering and conversation; and using distinctive design features to promote a “sense of place” both in the structures and the public gathering places surrounding them.

Potential Project Amenities

Given the costs associated with housing developments, and the recent changes in technology, economic trends and demographics – particularly where student bodies are concerned – it is understandable that a good deal of recent literature has addressed trends shaping student housing design. As student populations are changing, Kellogg (2001) identifies a trend: that a “new generation of students arriving on campuses expects better housing-with an emphasis on more space, more amenities, and more privacy.” Additionally, he identifies that “there’s no question that students want more



amenities, and they want more privacy.” Dellicker & Hill (2005) state that a student’s decision-making process regarding their selection of universities is not always based on academic standing. Living options, like on-campus residences, can also influence a student’s decision in attending a university or college. Attractive amenities identified by Dellicker & Hill are “large suites, kitchenettes with stoves and refrigerators, common areas with additional windows for more natural light and views, and lounge areas with cozy furniture, computer connections and links to outdoor gathering spaces.”

One recent article (Kennedy 2002) identifies 10 amenity-oriented strategies to attract and retain students through the provision of housing:

Living-learning activities – Universities should provide opportunities for out-of-class learning environments;

Electricity – Within the living quarters, students electrical needs have increased by the addition of computer systems with accessories, cell phones, personal appliances and TV/stereo equipment;

Computers – Universities should provide either access to computers and equipment 24 hours a day for residents, or access to internet ports within each living quarter;

Sustainable design – As more and more students are becoming concerned with environmental issues, campuses need to address sustainable design issues with renovations and construction of new residential units;

Fire-safety – Provide adequate escape routes along with fire suppression systems like overhead sprinklers. Older residential units must be brought up to current fire and safety codes;

Flexible furniture – Students want to rearrange their living space to suit their own personal needs and personalities. Fixed furniture does not make students feel welcome because they feel that they live in “someone else’s space”;

Dining options – Provide multiple dining options from a variety of meals served in cafeterias, to alternate methods of payments (declining balance versus lump sum 20 meals per week) or provide kitchen space for home cooked meals;

Security – Access cards, secured entrances with intercom systems, security patrols;

Variety – Offer a variety of living conditions/spaces from single occupancy, to shared accommodation, to family residences, to individual rooms with shared common rooms;

Amenities – Cable TV, private bathrooms (although most of the time this is cost prohibitive), air conditioning, carpeting, washers and dryers on site, and fitness rooms are all included.



To what extent are new student housing developments adopting higher standards of amenities than in the past? Over the years, the America School & University Magazine’s annual survey identifies those amenities that are amongst the top issues that student housing administrators need to recognize and resolve.

| | |
|--------------------------------------|------------|
| Air conditioning | 85 percent |
| Carpeting | 59 percent |
| Classrooms | 20 percent |
| Computer access to library | 70 percent |
| Dining hall | 25 percent |
| Elevators | 65 percent |
| Individual room/apartment lavatories | 60 percent |
| Internet access | 85 percent |
| Kitchen | 70 percent |
| Laundry | 95 percent |
| Security systems (electronic) | 60 percent |
| Shared lavatories | 50 percent |
| Television rooms/lounges | 60 percent |

In planning for on-campus housing, or other types of student housing, campus planners should be aware of the “broad range of associated facilities and services required to support student residential life.” These considerations include various amenities such as:

- * Security;
- * Food services;
- * Social and health services;
- * Evening and weekend recreation;
- * Student organizations; and
- * Building maintenance.

Student housing is beyond spaces just for sleeping and bathing; the facilities “must provide for a wide variety of functions.” An effective student housing program, can in fact “serve as the most fertile area for students' development” in areas of leadership, conflict resolution and other areas of life skills developments (Curley, 2003) Amenities cannot be just available services, but also a variety of public and private spaces such as study and social lounges, kitchens, fitness rooms, and clubrooms. These spaces can help in the development of life skills mentioned above

Another important concept in student housing is based not so much on amenities, but lifestyles. Bard College in New York



State features “residential themes”, such as smoking/smoke free rooms, co-op, “wellness” accommodations, quiet designations, and housing by year (upper-class/senior years, first year, etc) (“Board Housing Amenities Chart”). Columbia College, Chicago has, in addition to standard residential groupings (by sex, fraternities and sororities), residences that group students by nationality and by academic achievement. There are also spaces that integrate goals, such as art studios and music practice rooms (“Key Facts”). Other important considerations are cultural: The University of Victoria, for instance, features an ceremonial “First People’s House” on campus (“First Peoples’ House”).

Case Studies: Successful Mixed-use Campus Developments

Based on the principles discussed above, we present the following as noteworthy examples of innovative developments that illustrate some key concepts we believe should be borne in mind when considering potential housing projects at the University of Winnipeg.

University of Alberta Housing Union Building (HUB)

HUB on the University of Alberta Campus is a good example of a mixed-use approach that incorporates student housing. Although designed primarily to provide student housing, supplementary objectives included the provision of a range of services for students, faculty and the surrounding

community. Aspects of design and service provision include student accommodation for singles, students who want to share and families.

When HUB was initially constructed it was on the edge of campus and easily accessible to the surrounding neighbourhood residents. As the campus has grown it has become cut off from surrounding residential development so is less accessible, although more central to campus activities.

Despite being surrounded by University development neighbouring residents still use the services in HUB, particularly the restaurants, bookstores, convenience store and coffee shops.

Highlights:

- * Units are self-contained with cooking facilities and include furnished and unfurnished bachelor units and unfurnished one two and four bedroom apartments. All units include a stove and refrigerator;
- * HUB units are grouped around central stairwells that are accessible at ground level and on the second floor mall level;
- * HUB also has accommodation for temporary guests. Guest suites feature one bedroom and a study. Each guest unit is fully furnished and offers kitchen facilities, satellite television, free local telephone, access to coin operated laundry and parking.



* Guest suites are rented on a monthly basis. Guest suites rent for \$1075 a month (includes hotel tax and GST);

* HUB is a central point or node connected to several academic buildings, the main University libraries and the Light Rail Transit (LRT) system and a public transit bus station node is located at one end of the building;

* The building stretches for almost four city blocks and has become a popular meeting place for campus students and faculty;

* HUB is also home to approximately 50 shops, restaurants and services; Service activities include hairdressers, copy centres, coffee shops, book stores, convenience stores, CD and DVD shops, movie rentals, several restaurants (some of them ethnic), a pub, employment services, clothing, sports equipment and more;

* HUB also incorporates study and meeting space for students;

* HUB opens onto green space on one side but onto a parking lot on the other. Parking is easily accessible but the adjacent surface parking adds little to design and livability character of the project;

* HUB is also easily accessible by car and is one block from the University of Alberta Hospital so has easy access to medical facilities;

* HUB is a five to ten minute ride on the LRT to downtown Edmonton across the river, it is a ten minute walk from Whyte Avenue a major shopping and entertainment strip and a five minute walk to gym facilities on campus.

* One end of HUB is adjacent to river walks and jogging trails along the North Saskatchewan River;

* Connection to many other buildings and services and the LRT by tunnels and overpasses makes HUB an excellent winter living environment; and,

* Extensive use of glass on outside walls and skylights provides a bright attractive atmosphere.

HUB is an excellent example of a mixed-use development that services students, faculty and surrounding residents. In place for approximately 25 years it has stood the test of time and remains a node of activity on campus (For configuration of units and associated rents see **Appendix 4**).

Massachusetts Institute of Technology (MIT) Sidney Pacific Street Dormitory

Opening its doors to students in 2002, the Sidney Pacific Street Dormitory at MIT houses up to 740 students and includes 4,000 sq. ft of retail and recreational space at street level to create a “lively neighbourhood presence.” The facility includes:

- * Two indoor bicycle storage rooms
- * Large landscaped courtyard for passive and active recreation
- * House common room
- * Large multi-purpose room that can be divided into three separate rooms for large receptions, parties, and other such gatherings
- * Kitchen serving the multi-purpose room



- * Resource center for computing, printing, faxing, and copying services
- * Administrative office for the house government
- * Music practice room
- * Seminar room for lectures, presentations, and other student functions
- * Game room for indoor recreation
- * Fitness center
- * Laundry room for house residents
- * Floor kitchen and lounge on floors 2 to 9 in the 9-story wing
- * Study room on floors 2 to 5 in the 5-story wing

The complex includes “retail activities to serve the dormitory residents and the larger Cambridgeport community. Passport: A Taste of Europe, Inc. occupies the larger of two retail spaces at the corner of Sidney and Pacific Street. In operation for over a year, the restaurant uses gourmet recipes for rotisserie chicken, European sandwiches, specialty soups, salads and other vegetarian selections” (“Sidney Pacific Street Dormitory”).

Financial Considerations

The literature points out that it is often the state of the finances of the individual education institutions that most influences the approach taken to student housing. As university budgets have come under more pressure, a related consequence is that more attention has been given to the role of private capital in the provision of housing development. Building stronger relationships between universities and private capital to enable housing developments is consistent with a broader change that has taken place in

tertiary education over the past generation. In recent years the solution to the parallel problems of growing demand and falling finance has been to turn to the use of private capital to provide purpose-built student accommodations (Macintyre, 2003).

The simplest model usually sees a university reaching an arrangement with a private developer in which the developer will build or renovate a given number of student rooms or apartments and the university agrees to either take out a head-lease or to guarantee a minimum level of occupation, thus securing a fixed return to the developer (ibid).

Alternative schemes include the establishment of foundations and the issuance of bonds against the revenue that university housing produces (Demarest & Davenport 2002). One such scheme would work this way: The university could:

“Ground lease[s] the site, which it own[s], to the foundation. The foundation, in turn, applie[s] [to the province of Manitoba] for a bond issue to construct the project...The [province] issue[s] bonds, which investors [purchase]. A trustee appointed by foundation receive[s] and manages the funds, paying draws to [the developer] who construct[s] the building.

“When the building [is] completed, students move in and begin paying rent, which now flows to the trustee, who makes interest and principal payments to the bondholders. Proceeds above and beyond the payout to bondholders flow back to [the University] as ground rent” (Demarest 2002).

This financial procedure merits further investigation in terms of provincial and local laws and regulations.



Process and Governance Issues

So that some potential housing development may take the foregoing considerations into account, the University will need to engage in partnerships as well as a community consultation process, while remaining consistent with previously established internal priorities.

Partnerships

While traditionally universities have operated in seclusion as “parks within cities.” the inter-relationship between universities and communities has become increasingly recognized. According to Reinke and Walker (2005), the fate of higher education is tied to the fate of the communities that surround it. As a result, universities are re-examining their missions, redefining their roles in society and forging more formal community relationships (Carr, 1999). Metropolitan universities are well positioned to be major forces on behalf of their cities (Moneta, 1997).

Universities have a strong interest in assuring that the neighborhoods surrounding their campuses are safe and attractive to students and faculty and provide housing opportunities for a broad range of income levels. Students and employees inevitably affect the housing market and the cost of living for community residents. As a result, many higher education institutions have adopted permanent structures for fostering university-community partnerships to find ways of increasing housing production not only for students, but also for their own employees and community residents (Bluestone *et al* 2003).

The development of university-community partnerships is based on the premise that the long-term futures of both town and gown are so intertwined that their mutual survival is contingent on greater cooperation. In the United States, the Department of Housing and Urban Development (HUD) established the Office of University Partnerships in 1994 to support universities in the development of partnerships that address urban problems. Similarly, the Fannie Mae Foundation created the University-Community Partnership Initiative to focus specifically on affordable housing (Bluestone *et al* 2003). These partnerships represent “... a more general reconfiguration of the relationship between academia and its social hinterland, whereby its economic, physical, technical and intellectual resources are on tap by, rather than on top of, local communities” (Wiewel, Gaffikin and Morrissey, 2000: 29).

University-community partnerships reflect a more democratic “third way” that transcends traditional juxtapositions between public and private markets and provides more participatory structures. These partnerships offer a formal base for access to key actors in all sectors affecting communities thereby affirming that multifaceted problems of urban decline demand multi-agency solutions (Wiewel *et. al.*, 2000). In concert with local communities and local authorities, universities have sponsored neighborhood revival programs. Generally, the substantive activities in which universities have partnered with communities in the housing arena have included: financial contributions for the production or preservation of housing; employer-assisted housing for university



faculty and staff; direct production of affordable housing for community residents; and resources for housing development and planning (Bluestone et. al., 2003). Examples of university-community partnerships include:

* Johnson C. Smith University (North Carolina) used funds to carry out revitalization activities in 12 neighborhoods surrounding the campus. This project developed a mixture of new stores along with rental housing for low-income elderly and market-rate townhouses.

* Northeastern University's Davenport Commons combines student housing with affordable housing to address the needs of both students and community residents while helping to reduce the upward pressure on rental prices in the immediate neighborhood.

* The Affordable Housing Fund established in 1996 by the University of Illinois at Chicago provides resources, matched by the City of Chicago, for rehabilitating homes.

* At Yale University, a comprehensive collaborative effort was established to increase home ownership by producing and rehabilitating homes for sale to faculty and staff.

These examples demonstrate that the development of new models of investment in housing can benefit university students and staff, as well as the whole of the community. Overall, the outcomes of university-community partnerships have included better standards of accommodation for students, refreshed housing stock for the local

inhabitants and a range of social improvements that have come with this improved physical environment (Macintyre, 2003).

Consultants and Developers

The University of Winnipeg should be aware of the fact that the development of student housing is a major industry at which many consultants and developers are exclusively engaged. Examples of American firms are Biddison Hier Ltd., (<http://www.biddhier.com/studenthousing.html>); American College Communities (www.studenthousing.com) and University Housing Services (<http://www.uhsi.com/projects.htm>). Biddison Hier has expressed an interest in moving into the Canadian market (Tom Hier, personal communication).

Public Consultation

One of the major assumptions in this background paper is that housing developed on the part of the University of Winnipeg would include housing for non-students and integrate such units with student housing. Presently, this assumption is not supported by any input from the community, so it will obviously be essential to determine if there is interest in such a development.

As a general principle, however, it will be essential that such consultation be conducted in a transparent, collaborative fashion and in consultation with key stakeholders. For instance, the Spence Neighbourhood Association would be an essential partner, as would the Downtown Biz. The interests of housing developers and retailers in the immediate vicinity may be affected by a



development such as the one discussed in this report.

Governance and Financing Options

Such housing as discussed herein may also be best undertaken by a private company contracted by the University. According to Niles (2004), "Privatization provides a number of important benefits that help universities meet their student housing needs." While not an exhaustive list, the benefits are worth quoting at length:

* **Time efficiencies:** Many schools, particularly public universities, are subject to extensive rules governing procurement and construction of large capital projects such as student housing. According to some university officials, these requirements can add two or more years of excess time to complete a project when compared to privatization transactions. These delays also mean the loss of two or more years of additional housing revenues for the university. In privatization transactions, contracting is expedited because the developer's contracts with architects, engineers, contractors, lenders, lawyers and other members of the team are typically outside the university's procurement and contracting requirements.

* **Improved Housing Services:** Providing student housing is not a desired "core competency" for many universities and colleges. Many school personnel are not well-versed in recent developments relating to housing design, construction materials and practices, management and operation

responsibilities and/or financing options. By pursuing privatization, schools are able to work with a team of professionals that typically offer a wide range of recent experience in areas critical to student housing projects.

* **Focus on University's Core Mission:** Through privatization, school officials are able to focus on their schools' core academic responsibilities such as developing effective academic programs, as well as attracting and retaining students, professors and other professionals and staff.

* **Preserved University Debt/Credit Capacity:** Some privatization transactions may be structured in a manner that allows a portion of the project's construction and permanent debt to remain off the university's balance sheet. This so-called "off-balance sheet" financing helps universities preserve their ever-important debt capacity and credit rating for other borrowing.

* **Use of Tax-Exempt Financing:** Many privatization transactions allow schools to take advantage of tax-exempt bond financing. The interest rates on many student housing privatization bonds are typically not as favorable as bonds backed by general university revenues. However, the use of tax exempt bonds still enables the university to realize lower borrowing costs than those required in taxable transactions. Also, since bonds backed by other university revenues are not required, public universities can preserve their revenue bond capacity."

Niles also states that, in order to protect its interests, a University that contracts out its housing does need to undertake a number of steps related to planning and reporting to ensure that the housing meets the needs of both the student body and the University.



Conclusions and Recommendations

As stated in the introduction, this paper is intended to provide some of the necessary background with which the University of Winnipeg Administration may begin to proceed to the next stage with plans for the larger development of the campus related to housing. Some of the key points include:

The Need for Student Housing

* Stable and secure accommodation is an important determinant of the retention and success of students at post-secondary institutions.

* The provision of housing for students at the University of Winnipeg has become particularly acute due to rising rents, declining rental stock and historically low vacancy rates in the neighbourhoods surrounding the university campus.

* The university may be exacerbating the problems of limited accommodation as students are acquiring housing at the expense of low-income residents in the community.

* The challenge for the University of Winnipeg is to provide appropriate housing that will address the varying needs of both students and citizens of the surrounding neighbourhoods. The community surrounding the university faces particularly daunting circumstances where core housing need and poverty rates are particularly high.

* Economic development is sorely needed in these ageing, low income and socially decaying neighbourhoods. Student housing that is well-integrated within the local community has the capacity to strengthen the social, economic and cultural framework.

* The University of Winnipeg has a major role to play in the revitalization of the downtown and inner city of Winnipeg through the development of an “educational precinct” that partners the university with surrounding neighbourhoods and key stakeholders.

* New models of investment in the development of student housing can provide solutions in urban areas of economic and physical decay. Well-integrated student housing within the local community has the potential to contribute to the vitality of the community and the processes of urban regeneration.



The Housing Requirements of a Diverse Student Population

- * Student housing should be affordable, adequate and close to the university. In particular, students require secure and stable accommodation that provides year-round residency and is available for more than one academic term;
- * In order to attract and retain students, higher standards of amenities must be adopted so that student housing provides sustainable design, learning environments, security, flexible cooking and dining options, as well as a variety of housing alternatives;
- * Demographic trends suggest that future enrolment at metropolitan universities will include a broad range of age groups and greater participation of more marginalized groups including women, single-parents, immigrants and international students, as well as older adults. Many of these potential students encounter difficulties in finding appropriate housing;
- * The growing numbers of Aboriginal peoples in Prairie urban centres also suggests a pivotal role for the University of Winnipeg to create a culturally appropriate housing environment for persons of Indigenous descent that will facilitate their educational experience and enhance capacity of this community, as well as build reciprocal relationships between the University of Winnipeg and Aboriginal communities;

Student Housing: Recommended Approaches, Design and Principles

1. Town-Gown Relationships

- * Increasingly metropolitan universities have become involved in a range of community activities that go beyond the traditional educational mandate;
- * A town-gown approach involves universities and communities in the revitalization of the surrounding Neighbourhoods;
- * Initiatives include: community economic development; the integration of academic with practical experience in the community; community access to physical and human resources of the university; and partnering with business to establish retail, housing, and commercial activities.
- * Partnerships between universities and community can facilitate the production of suitable and affordable housing not only for students, but also for community residents.

2. Mixed-Use Approach

- * Mixed-use approach, based on “smart growth” and “new urbanist” principles, is becoming more common for student housing developments;
- * Principles of mixed-use development include the mixing of income levels and resident groups, easy access to public transit, high density, opportunities for gathering and design features that promote a “sense of place”;



- * Mixed-use student housing should include a combination of student-related services, along with social and retail services that will benefit both students and the broader community.

- * Appropriate services in a mixed-use student housing development include:

- * Child care
- * Language learning opportunities
- * Government services for job access and benefits
- * Food banks
- * Counselling services
- * Retail outlets including food stores, internet cafes and laundromats

3. Development Options

- * Build new – use of new technologies;
- * Adaptation or reuse of existing buildings – contribution to revitalization;
- * Lease or purchase of existing multi-family development – expeditious.

4. Design and Project Principles

- * Building innovation and strict design guidelines for a truly signature structure;
- * Adaptive reuse of existing city buildings in close proximity to the university;
- * Universal design, both physically and socially;

- * Cross-cultural appeal that addresses the housing needs of diverse student groups;

- * Relationship building to cultivate interaction amongst students, community and university;

- * Economic sustainability;

- * Environmental sustainability;

- * Collaborate planning approach that builds on the knowledge of area and stakeholders;

- * Family-oriented accommodation for students and families, as well as flexible accommodation for the cultural dynamics of extended families;

- * Stable, year-round housing for the duration of the student's academic career;

- * Private-sector involvement in the development and potential management of student housing;

- * Outreach that will attract students from outside of Winnipeg, such as international students and, in particular, Aboriginal students from Northern Canada.

5. Role of Private Capital

- * Partnerships with private capital can facilitate the development of purpose-built student accommodations;



* Such partnerships represent a reconfiguration of the relationship between academia and its social hinterland. A “third way” consists of participatory structures that are multi-faceted and include community consultation and participation to address urban decline;

* In the United States, the development of student housing is a major industry and there is now interest in the Canadian market;

* In a partnership with private development, the university guarantees a minimum level of occupation to secure a fixed return for the developer. Similarly, bonds can be issued against revenue that student housing will produce;

* Several universities that utilize private capital for housing development: time efficiencies, improved housing services as a result of expertise, concentration on academic mission, the preservation of the university’s debt capacity, and tax-exempt financing;

* Based on the previous discussion then, we recommend that the University of Winnipeg.

Accept this report as information;

* Engage in consultation with student government about housing needs and amenities;

* Engage in consultation with the local community about the course of future development;

* Determine the extent to which housing meets the needs of the University of Winnipeg and its long-term goals;

* Determine the extent to which development of housing would contribute to strengthening the relationship of the University of Winnipeg to its surrounding community;

* Remember that the Institute of Urban Studies remains open to future participation and cooperation in any future work related to the development of the University of Winnipeg.

To conclude, this review of diverse student housing needs and the approaches and principles required to address those needs demonstrates that some type of mixed-use student housing development – that incorporates affordable, accessible housing for a range of household types, and integrates services to cater to both the student body and residents and organizations of the surrounding community – is recommended.



Appendix 1 Current University of Winnipeg Contexts and Initiatives

The present proposal to develop a mixed-use housing development for the University of Winnipeg campus should also be seen as a part of – and consistent with – a number of initiatives recently undertaken at the University to promote better connections between the campus and the surrounding community, and to contribute to the revitalization of the inner city.

The University of Winnipeg as a Downtown Learning Centre

Located in the heart of Manitoba's largest urban centre, the University of Winnipeg is a degree-granting institution in liberal arts and sciences, which also extends its reach to preparing for higher education through its secondary school program, the University of Winnipeg Collegiate; ongoing learning through the Division of Continuing Education (DCE); and educational outreach through the Centre for Distributed and Distance Learning (CDDL). The University also provides access to those already in the workforce, and also to those who face geographical, economic, and social barriers to participation in higher education.

The urban context of the University of Winnipeg correlates with lower income and ageing areas of the city. In these types of urban spaces, universities not only tend to constitute the major source of economic and political clout, but also represent a social space where diverse communities are able to interact, share knowledge, and discuss

experiences in such a manner that can promote positive, progressive social action. As a result, it has been argued that the academic institutions of urban centres represent strong allies in the battle to facilitate and sustain local revitalization agendas.

Given the need for social and physical revitalization in Winnipeg's inner city neighbourhoods, encouraging community engagement on the part of the institution in the areas surrounding the University of Winnipeg should be an immediate priority. A recent (August 2004) report proposing an "Educational Precinct" approach to the University of Winnipeg (see Section 3.1 below) recommended that the following boundaries be established to provide a sense of spatial representation for future planning purposes:

- * North Boundary...Selkirk Ave and Burrows Ave
- * East Boundary...Red River
- * South Boundary...Assiniboine River
- * West Boundary...Keewatin St and St. James St

The report noted that these are rough borders and that within this boundary, various points of focus may be identified as bases from which an educational precinct (or university/community partnership) may operate. These bases may include such spaces as The Bay, certain schools in close proximity to The University of Winnipeg, inner city community centres, and/or cultural institutions.



Downtown Learning Centre/ Education Precinct

In August of 2004, the Canada Research Chair in Urban Change and Adaptation submitted a report to University President Lloyd Axworthy proposing a new approach to the University's presence in the city: that of an *educational precinct* (Carter & Seguire 2004). An educational precinct represents a set of creative, collaborative partnerships in this case devised between the University of Winnipeg and its surrounding communities. That is, it describes a set of spatially and socially defined engagements between representatives of the University of Winnipeg and local organizations providing services to inner city groups and neighbourhoods.

In essence, an educational precinct is designed to provide a vehicle for integrating the skills, knowledge and experiences of university faculty, staff, students, community leaders, and local residents. This integration, in turn, is believed to offer a means to community development and an enhanced level of civic engagement.

In the context of Winnipeg, an educational precinct approach would seek to:

- * Recognize the diverse identities and interests that exists across the urban population;
- * Address community needs and interests while enriching academic experiences;
- * Increase resident/group access to university staff, programs, data, knowledge, and other resources;

- * Enhance students' academic experiences with a practical engagement and understanding of the broader goals of community revitalization;

- * Enable collaborative research efforts between representatives of the university and local organizations; and

- * Promote partnerships that reflect local action as social justice rather than action as charity.

In order for an educational precinct to be capable of responding to the aforementioned matters, the report stressed that such a precinct must develop a set of focus areas under which particular agreements, projects, and initiatives may unfold. An arrangement (or set of arrangements) involving The University of Winnipeg and other organizations in Winnipeg's downtown and inner city may consider focusing on neighbourhood and community development, education and research, neighbourhood safety and revitalization, and building facility/resource sharing relations. In other words, the educational precinct in question should consider:

- * Creating a clear, long-term strategy for downtown and community development;

- * Working with community groups to remedy issues of neighbourhood safety and quality of life;

- * Constructing partnerships based on a notion of resource sharing (social capital, technological innovations, economic resources, local knowledge, etc.);



- * Supporting inclusive opportunities that encourage the participation of local residents, University students and faculty as a means of promoting inner city revitalization;
- * Creating a downtown Centre of Urban Research and Learning that is able to build upon the existing capacities of university departments/institutes/programs and other local actors/agencies;
- * Among the partnerships proposed for the precinct are those with housing and real estate agencies, which may help to stimulate a re-investment in what have become socially and economically threatened areas of the city. Indeed, the report cites numerous examples of similar approaches at other universities wherein housing needs in the community played an important part.

The Spence Neighbourhood Development Process

The Spence neighbourhood is among the top ten poorest communities in Canada, and many of its residents have for too long shouldered the multiple burdens of poverty, inadequate shelter, and crime. However, the Spence community and the University of Winnipeg have in recent years been active partners in improving the neighbourhood. Growth and stability and reclaimed housing are leading examples of a community recovering its identity.

The proposal to close off Spence Street and create new office and public space for the University and the community is part of this journey. The defining central campus block,

on Spence Street has been the focus of a development plan to respond to both pressing on-campus needs (such as classroom space, student housing) and those of the community (like multi-use housing, safety and security and community-influenced revitalization).

Information-sharing and extensive community consultation was undertaken by The Institute of Urban Studies. This included hosting community forums at Magnus Eliason Recreation Centre, St. Matthews's church, Crossways in Common and Knox United church. During the same period community residents and students undertook a door-to-door survey in order to gather opinions from people in and around the University of Winnipeg regarding the development of Spence Street. To complement this work, over 100 meetings with neighbourhood individuals and stakeholders were held to gain an even more intimate understanding of the issues and desires of the surrounding community.

The support for the community consultative development process is strong and over 85 percent of those surveyed endorsed the development of the Spence Street. Common themes (such as safety, security, parking, affordable housing, health, recreation for youth and area economic development) were noted and added to the objectives of the development corporation.

After accumulating the data, the University of Winnipeg / Spence working group reviewed the needs and data, which are being used to build the draft concept design. (For more information on the model that has helped guide the community process to date, please see Waters 2000). The next step is in the hands of the granting bodies in



government, and after the dollars are committed, the design journey continues with community-based design charettes, creating the plans, contracting the services and actually constructing the building.

The University of Winnipeg Community Renewal Corporation noted and responded to the comments emerging from the consultation. Representatives from the community are active members of the corporation's board. Future private and community partnerships will be engaged in a similar way.

The University of Winnipeg Renewal Corporation

Universities today can serve a much broader role than the traditional functions of twenty years ago. These new functions, however, require new forms of management and administrative structures - to leverage new sources of revenue, manage non-educational activities, play an active role in urban planning and development, foster neighbourhood revitalization, manage a range of assets and promote the broader interests of neighbourhoods, the private and public sector. To manage these new functions several urban universities have established **development corporations**, quasi-independent bodies that can work effectively with governments, the private sector and other public, non-profit institutions.

The University of Winnipeg recognizes the emerging trend to view the mandate of universities as key players in the development of the downtown community that form the heart of Winnipeg.

The large and small scale development of a centralized and compact campus has largely been replaced with the recognition that the University must play a lead role in creating a positive presence in the surrounding neighbourhoods, while also contributing to the ongoing revitalization efforts in the wider downtown and inner city. The University of Winnipeg's strategic plan, it should be noted, makes particular reference to this principle:

“The identity of The University of Winnipeg is inseparable from its community, and the University will continue to play an important role in the regeneration of its neighbourhood.”

To meet this objective, the university has recently established a community development corporation to manage the renewal projects to meet university and development, the latter of which will also help to provide mentorship, jobs and a partnership for private investment and government sponsorships. The development and enhancement of an urban village that responds to community and university needs will make the neighbourhood stronger. The corporation provides the structure to acquire expertise, generate revenue sources, develop partnership and provide mentorship and knowledge exchange with the community and respond to small and large scale developments that meet university and community and downtown business needs.

The University of Winnipeg Community Renewal Corporation serves the needs of the UW strategic plans community, and business and provides the tools to enhance other initiatives and partnerships to stabilize and strengthen residential and



downtown communities. The arms-length corporation can become the engine for housing, training, employment and community economic development in a series of mixed-use development projects. The development corporation will serve a number of purposes for the University of Winnipeg and the surrounding community.

It will:

- * Provide a legal framework for development initiatives that serve purposes broader than the academic mandate;
- * Be a conduit for funds from a variety of sources and for purposes different than those the University of Winnipeg Foundation pursues. Such fund raising activities, although they may serve broader academic purposes, may facilitate the development of community/university infrastructure and initiatives. The corporation will have the flexibility to draw funds from outside the educational envelope;
- * Serve as a legal framework that can manage an income stream (investments) from a variety of initiatives that may not always have an educational purpose: housing for community residents, faculty and support staff; commercial activities that serve community residents as well as students; parking revenue; commercial rents; etc.;
- * As an “arms length” (from the University) corporation have more flexibility and expertise to deal with the private sector, structure public-private partnerships, venture partnerships with private developers, etc. It could operate much the way Centre Venture

was supposed to operate for the City of Winnipeg;

- * As a legal entity that is “arms length” from the University, the corporation also limits risk for the University. With its own Board of Directors, which would take responsibility for the organization, profits and losses would be invested in the corporation, not the University. This would reduce the overall risk for the University and would not weaken the University’s ability to attract funds for educational purposes.

In summary, the corporation, as an “arms length” operation incorporates a range of expertise, functions, revenue sources and partnerships that takes the University well beyond its educational mandate to serve the needs and objectives of the University of Winnipeg, the surrounding neighbourhoods and downtown Winnipeg.

With respect to housing types students indicated strong preferences for sharing single detached homes (preferably renovated), living in low and medium rise apartments less than five stories) and student floors in high rise apartments.

There was also a strong preference for leases of a year or less: monthly, or the academic year.

Students were willing to share kitchen, living room and computers with Internet access but were less keen on sharing showers and toilet.



Appendix 2: University of Winnipeg Student Housing Survey

In March 2000 a survey of just over 1500 students on the University of Winnipeg campus was undertaken to identify the housing circumstances and preferences of the student body. Some of the key findings of this survey are highlighted below, as they might be useful even though the material is slightly dated.

Approximately 63 percent of those surveyed resided at home with parents, 26 percent lived in rental accommodation, usually one and two bedroom apartments, but studio, bachelor and three bedroom apartments were also common choices. Six percent were homeowners, and five percent rented an entire home. Most students lived at home for financial reasons.

At that time 27 percent of the student were paying no rent, 12 percent were paying less than \$200, close to 15 percent were paying between \$200 and \$250, twelve percent between \$250 and \$300, and ten percent between \$300 and \$350. Ten percent were paying more than \$500. The amounts students paid were significantly reduced by the fact they stay at home or they share accommodation with other students.

Many of those staying at home would like to move out if they could find affordable accommodation, often defined as paying \$300.00 or less.

When asked what they would be willing to pay almost 50 percent said less than \$350 per month (including utilities). Another 20 percent indicated they would be prepared to pay more than \$450.

In order of preference they indicated they would prefer to live in West Broadway, the Exchange District, then the Spence Neighbourhood. The Spence Neighbourhood was a distant third. Approximately 20 percent indicated other areas like Osborne Village, Wolseley and the West End. Access to public transportation was a key component of their location decisions.

Neighbourhood characteristics like safety and security, green space, neighbourhood recreational facilities, a grocery store, proximity to school and work and parking were important in the location decision.

In their stated housing preferences students wanted a complete learning-living environment, with adequate study space, Internet and computer access, kitchen facilities (shared was acceptable), storage space and individual rooms.

It was also obvious from the results that student housing had to offer a safe and secure internal and external living environment with appropriate building security and rules of conduct.



Appendix 3: Immigration to Winnipeg

Year by year arrivals in the Province and Winnipeg are noted below:

| Year | Manitoba | Winnipeg |
|--------------|-----------------|-----------------|
| 1995 | 3584 | 3159 |
| 1996 | 3935 | 3366 |
| 1997 | 3704 | 3259 |
| 1998 | 2997 | 2481 |
| 1999 | 3725 | 2996 |
| 2000 | 4636 | 3709 |
| 2001 | 4596 | 3758 |
| 2002 | 4619 | 3809 |
| 2003 | 6500 | 5143 |
| 2004 | 7427 | 5911 |
| Total | 45723 | 37591 |

Student Immigrants

| Year | Manitoba | Winnipeg |
|-------------|-----------------|-----------------|
| 1995 | 760 | 544 |
| 1996 | 769 | 587 |
| 1997 | 1025 | 766 |
| 1998 | 921 | 651 |
| 1999 | 1179 | 895 |
| 2000 | 1357 | 1044 |
| 2001 | 1656 | 1299 |
| 2002 | 1684 | 1326 |
| 2003 | 1552 | 1189 |
| 2004 | 1443 | 1133 |



Refugee claimants and other people entering the county on humanitarian grounds

| Year | Manitoba | Winnipeg |
|-------------|-----------------|-----------------|
| 1995 | 312 | 163 |
| 1996 | 347 | 230 |
| 1997 | 466 | 332 |
| 1998 | 458 | 316 |
| 1999 | 590 | 440 |
| 2000 | 579 | 449 |
| 2001 | 607 | 492 |
| 2002 | 623 | 512 |
| 2003 | 625 | 519 |
| 2004 | 561 | 434 |

There is also an annual flow of foreign workers into the province and to Winnipeg:

| Year | Manitoba | Winnipeg |
|-------------|-----------------|-----------------|
| 1995 | 1888 | 1249 |
| 1996 | 1713 | 1136 |
| 1997 | 1586 | 994 |
| 1998 | 1769 | 1134 |
| 1999 | 1992 | 1442 |
| 2000 | 1973 | 1314 |
| 2001 | 1984 | 1335 |
| 2002 | 1778 | 1107 |
| 2003 | 1437 | 940 |
| 2004 | 1505 | 924 |



Appendix 4: Room Rates, HUB Residence, University of Alberta

HUB 2005 - 2006 Rates

(furnished bachelors and unfurnished bachelor, one, two and four bedroom apartments)

Multiple bedroom units are rented on a per space basis.

Rent includes basic satellite television, heat, water and electricity.

| Unit Type | Size | Rent* | Assoc. Fees** |
|-----------|----------------------|-------|---------------|
| Apartment | Bachelor | \$506 | \$41 |
| | Bachelor - Furnished | \$550 | \$41 |
| | 1 Bedroom | \$673 | \$41 |
| | 2 Bedroom | \$410 | \$41 |
| | 4 Bedroom | \$294 | \$41 |

* Rent is per person per month

** Annual residence association fees are mandatory and payable in full with the first month's rent.

Please note that these are guidelines only and exceptions can be made.

HUB Preferred Space Assignment

| Year of Study | Unit Type |
|---------------------------------|--|
| 1st Year Undergraduate Students | Shared 2 or 4 Bedroom |
| 2nd Year Undergraduate Students | Shared 2 or 4 Bedroom |
| 3rd Year Undergraduate Students | Bachelor, 1 Bedroom, or Shared 2 Bedroom |
| 4th Year Undergraduate Students | Bachelor, 1 Bedroom, or Shared 2 Bedroom |
| 5th Year of Study or More | Bachelor or 1 Bedroom |
| Professional Degree | Bachelor or 1 Bedroom |
| Graduate Students | Bachelor or 1 Bedroom |



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