



**SUBJECT: Burlington Economic Development Corporation (BEDC)  
update on post-secondary attraction**

**TO: Committee of the Whole**

**FROM: Burlington Economic Development**

Report Number: ECDEV-03-24

Wards Affected: All

File Numbers: 515-17-1

Date to Committee: March 4, 2024

Date to Council: March 19, 2024

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### **Recommendation:**

Request the Executive Director, Burlington Economic Development, to report back on developing partnerships with interested institutions and an updated post-secondary attraction strategy in-line with Vision 2050 data on economic and workforce analyses.

### **PURPOSE:**

The purpose of this report is to provide Council with an update on Burlington Economic Development's activities and work completed on the Post-Secondary Attraction Strategy received by Council in October 2019 via report CM-16-19: Burlington Economic Development Corporation (BEDC) Update on Post-Secondary Attraction for Burlington.

### **Vision to Focus Alignment:**

- Increase economic prosperity and community responsive city growth.
  - Improve integrated city mobility.
  - Building more citizen engagement, community health and culture
  - Deliver customer centric services with a focus on efficiency and technology transformation.
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### **Background**

The City of Burlington Strategic Plan 2015 – 2040 calls for Burlington to be a City that Grows. One of the actions identified to support this objective is to develop a Post-Secondary Attraction Strategy. In the City's updated 2022-2026 From Vision to Focus workplan, Focus Area 1 provides a commitment to designing and delivering complete communities so future generations can choose to live, work, and play in Burlington. The inclusion of a post-secondary institution is an essential element towards achieving this vision.

In October 2019, report CM-16-19: Burlington Economic Development Corporation (BEDC) Update on Post-Secondary Attraction for Burlington provided an overview of the costs, process, and benefits of attracting post-secondary institutions to Burlington as well as options different models to consider to attract a post-secondary institution.

Ontario has a 23 publicly assisted universities, 24 colleges of applied arts and technology, 9 Indigenous institutes and 500+ private career colleges and other private institutions, such as faith-based institutions. Burlington residents are highly educated, with over 76% having a post-secondary education. Burlington has two publicly assisted universities (i.e., McMaster University and Brock University), one college (i.e., Mohawk College), and one private career college (i.e., Oxford College) that offer courses in Burlington. A summary of the course offerings is as follows:

- In 2010, the DeGroote School of Business opened the Ron Joyce Centre in Burlington for their MBA and Executive Education programs.
- In 2015, the Halton McMaster Family Health Centre, a Clinical Education Campus of McMaster University, opened at Joseph Brant Hospital.
- Oxford College, a private career training college, operates out of Burlington Square Plaza in Burlington Downtown and provides various Health Care and Business and Technology programs.
- In 2020, Brock University decided to relocate its Hamilton satellite campus to Burlington for its Faculty of Education programming. The campus will be located at the Robert Bateman Community Centre (formerly Robert Bateman High School) in the 2025-2026 academic year and is currently operating out of the former Lester B. Pearson High School.
- In 2023, Mohawk College announced a new satellite college campus location in partnership with Schlegel Villages in a mixed-use learning hub at the Village of Tansley Woods retirement and long-term care home.

Post-secondary presence in Burlington brings many benefits to the City, including, but not limited to:

- Enhancement of the municipal profile
- Intellectual property commercialization within the local community
- Direct partnership ventures, co-op student and graduate placements

- Broadened cultural base of the community, source of creative talent
- Expanding industry clusters, upskilling talent, and driving innovation

## **Summary of findings on Post-Secondary Attraction**

### *Provincial Funding Context*

Report CM-16-19 identified that post-secondary institutions operate in a tough provincial funding climate. This continues to be the case. Since 2017, the Ontario government has reduced funding to post-secondary institutions by capping provincial grant funding per domestic student, cutting funding to three major post-secondary expansions in the Greater Toronto Area, and legislating a 10% domestic student tuition cut and 10-year freeze. Post-secondaries have become increasingly dependent on international student tuition to bridge the funding gap. As of 2020, the Ontario government released a new framework to guide all future major post-secondary capacity expansions, with a preference for proposals that do not require provincial capital or operating funding in the near term.























In March 2023, a blue-ribbon panel was commissioned by the province to recommend a path forward to improve financial stability in the post-secondary education sector and recommended increasing government grants per student, tuition, and allowing capital expansions based on demographic projections. These recommendations have not yet been implemented.

In 2024, the Government of Canada placed a two-year cap on the number of international students that it will grant visas to and announced that Ontario colleges and universities will be required to guarantee housing for incoming international students. These changes are expected to put additional financial pressure on post-secondary institutions.

### *Municipal Contributions and Costs per student for post-secondary campuses in Ontario*

Municipalities have generally provided contributions to assist with the attraction of post-secondary institutions. Table 1 has been updated from report CM-16-19 to include more recent examples. Although the municipal contribution has increased over time, the cost per student has typically ranged between \$5,000-\$20,000 per student. For example, when supporting the opening of the Ron Joyce Centre in Burlington, municipal funding amounted to \$10 million, split equally between the City and the Region of Halton.

**Table 1: Municipal Contributions and Costs per Student**

										
2004	2006	2010	2012	2012	2013	2016	2022	2024	2024	2025
\$8M contribution	\$11M contribution	\$10M contribution	\$20M contribution	\$10M* contribution	\$10M contribution	\$14M contribution	\$40M contribution	\$50 M contribution	\$25M* contribution	Adaptive reuse of space*
360 students	1,500 students	500 students	4000 students	1,600 students	2,300 students	3,100 students	2,200 students	2,500 students	5000 students	400 students
\$22,200 Per 	\$7,300 Per 	\$20,000 Per 	\$5,000 Per 	\$6,250 Per 	\$4,350 Per 	\$4,500 Per 	\$18,200 Per 	\$20,000 Per 	\$5,000 Per 	- 

\*Excludes land value in municipal contributions.

Source: MBD Insights and Urban Metrics Study (2018) and updated by Burlington Economic Development Staff.

### Overview of Options for Post-Secondary in Burlington

Table 2 outlines options that have been developed to consider the different models to attract a post-secondary institution to Burlington. Moving from left to right increases commitment, time, and costs.

Table 2: Options for Post-Secondary in Burlington

Level of Commitment (Estimated Time and Costs) <span style="float: right;">➔</span>						
<b>Benefits</b>	Upskilling and Retraining	Knowledge creation	Tailored partnerships	Adaptable Use of Space	Cluster Strategy Tie-in Industry Linkages	Highest Economic Impact Impetus for Transit Impetus for Housing Retail Revitalization Talent Pipeline
	<b>Adult Learning Courses</b>	<b>Centres of Excellence</b>	<b>Mixed-Use Learning Hub</b>	<b>Specialized Program</b>	<b>Post-Secondary Campus</b>	City Prestige
<b>Challenges</b>	Low boost to city profile	No Students	Local demographics Enrollment Fluctuation	Transit Connectivity Commuter Base	Cost/Student Ratio	Land Constraints Cost Affordable Housing Provincial Political Climate
	<b>Municipal Contribution</b>	Minimal	Minimal	<\$5 Million	\$5-10 Million	>\$10 Million
<b>Students</b>	Dependent	0	<500	<1,000	1,000	

### Summary of Options

Various options for pursuing post-secondary education, with differing levels of time and associated costs, may be considered. Appendix B provides examples of post-secondary institutions that have located to municipalities. A low hanging opportunity offering some potential benefits may be found through pursuing adult learning courses in existing spaces. A Centre of Excellence could serve to bring knowledge-based employees to Burlington. A mixed-use learning hub akin to the Pickering Learning Site could potentially capture greater economic benefits but may require funding. One of the most practical opportunities is to leverage Brock University’s move to Burlington to attract more students and talent to the city and create more specialized programs and initiatives that cater to the community’s needs. Additionally, supporting experiential learning initiatives such as “Living Classrooms” at Schlegel Villages promotes evidence-based learning with minimal municipal contribution.

Timelines for bringing a post-secondary institution to Burlington vary greatly depending on the nature of the institution and are typically 5 to 10 plus years. From previous

engagement, post-secondary institutions indicated that a specialized, self-contained program at a satellite campus may be the optimal fit for Burlington, both in terms of feasibility and impact. More immediate possibilities also exist in the form of adult learning or mixed-use learning hubs.

### **Next Steps**

Moving forward with post-secondary attraction to Burlington can be divided into short-term and long-term objectives. In the short-term, Burlington Economic Development will continue implementing partnerships with specific interested post-secondary partners as outlined in confidential Appendix C. With a firm understanding of the business cases and the financial models, Burlington Economic Development will report back to Council on existing opportunities for future post-secondary expansion in Burlington. Burlington Economic Development will also update the post-secondary attraction strategy in-line with Vision 2050 data on economic and workforce analyses.

With a focus on the Downtown, Major Transit Station Areas, and vacant lands, medium/long-term post-secondary attraction will follow the finalization of the Vision 2050 and associated studies in 2024-2025. Large-scale campus or faculty opportunities can be considered. Additionally, a focus on partnering with post-secondary institutions and industry to create new niche business incubation spaces can also be considered.

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### **Financial Matters:**

This post-secondary report and current outreach is funded through Burlington Economic Development's current operating budget. Depending on Council's preferred options, potential municipal costs to attract a post-secondary institution to Burlington may range from \$0 to over \$20,000,000. No additional funding is being requested at this time.

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### **Climate Implications**

Many post-secondary institutions may wish to be located in sustainable buildings. Through post-secondary attraction, there is potential to add more sustainable buildings to Burlington.

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### **Engagement Matters:**

- The creation of report CM-16-19 involved reaching out to a dozen partners/stakeholders, including leadership at Brock University, McMaster University, Mohawk College, Sheridan College.
- Council has received many updates from 2019 to 2024 on the status of attracting Brock University's Faculty of Education satellite campus to Burlington, including

the most recent updates at February 5, 2024 Committee of the Whole via reports EICS-06-24: Robert Bateman Community Centre – update on construction and site development and RCC-01-24: Robert Bateman Community Centre community engagement sessions and outline next steps.

- Burlington Economic Development and the Burlington Chamber of Commerce frequently collaborate with post-secondary institutions on partnership activities to support talent, business and innovation, including hosting a “ What Does Brock University in Burlington Mean for Businesses?” in September 2022 and hosting “Burlington Day at Mohawk College” in December 2023 which brought Burlington-business and industry leaders to Mohawk College’s Fennel Campus to tour applied research areas, make connections, and explore partnerships to help businesses grow.

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## **Conclusion:**

Thank you for receiving our update on a Post-Secondary Attraction Strategy for Burlington and providing us with the opportunity to present to Council for feedback. We look forward to reporting back to Council to refresh the current post-secondary strategy following Vision 2050 to discuss alignment with updated industry clusters and other potential benefits of post-secondary institutions in Burlington.

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Respectfully submitted,

Mark Steffler  
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## **Appendices:**

- a. Committee Presentation on ECDEV-03-24
- b. Examples of post-secondary institutions that have located to municipalities
- c. Confidential Update Regarding Current Post-Secondary Opportunities

## **Report Approval:**

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.

## Appendix A: Committee Presentation on ECDEV-03-24



## Agenda

1. Strategic Context and Key Premises
2. Post-secondary Funding Context
3. Options Moving Forward
4. Next Steps



# 1. Strategic Context and Key Premises



# 1. Strategic Context and Key Premises

“Develop and implement a strategy to attract post-secondary institutions to Burlington. Encourage connections between future employees and employers to help grow Burlington’s economy.”



# 1. Strategic Context and Key Premises



# 1. Strategic Context and Key Premises Approval Enhancement

In 2023, Council approved the updated Red Tape Red Carpet (RTRC) recommendations to **identify and eliminate barriers to growth**. Key recommendations and updates include:

1. A focus on high impact outcomes with concierge service and dedicated Committee of Adjustment sessions for files that achieve any of the following:
  - a) Economic Impact
  - b) Attainable Housing Impact
  - c) Community Impact
2. A new and improved Customer Experience Manager – Business Development role
3. City staff underwent Lean Six Sigma training as part of the City's Corporate Continuous Improvement Strategy

The City also rolled out additional efficiencies to enhance development approvals:

- The development of a Community Planning Permit System (CPPS)
- Creation of the Pipeline to Permit (P2P) Standing Committee

# 1. Strategic Context and Key Premises Burlington Public Postsecondary Context

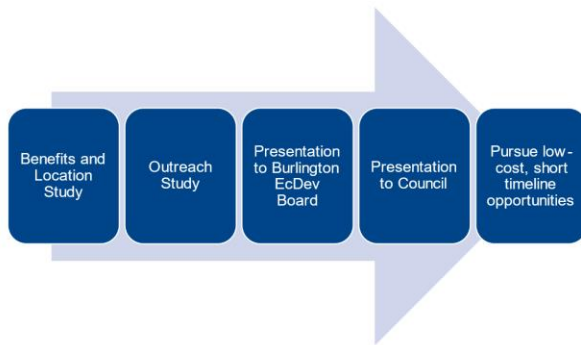
**76%**  
of residents have post-secondary education

**20**  
post-secondary institutions within a 1-hour commute

Campus Type	Post-Secondary Institution	Student Count (Approx.)
Specialized Programs	McMaster's DeGroot School of Business – Ron Joyce Centre	350
	Brock University Temporary Satellite Campus at Lester B. Pearson High School	400 (expected)
Mixed-Use Learning Hubs	Halton McMaster Family Health Centre	10
	Mohawk's Living Classroom at The Village of Tansley Woods	48

# 1. Strategic Context and Key Premises Postsecondary Strategy (2019)

## Key Findings



- Benefits include talent attraction and retention, city brand, revitalization, and business sector linkages
- Financial support needed
- Tough provincial climate
- Transit is essential
- Specialized programs with partnerships have the highest success rates
- Implementation generally takes 5-10 years

## 2. Post-secondary Funding Context

- Ontario has:
  - 23 publicly assisted universities
  - 24 colleges of applied arts and technology
  - 9 Indigenous institutes
  - 500+ private career colleges and other institutions
- Over the last few years, the Ontario government has reduced funding to post-secondary institutions.
- Almost ½ of Ontario’s universities are now running deficits.
- Post-secondary institutions have increasingly turned to international tuition and other sources of income to generate revenue.

## 2. Post-secondary Funding Context Municipal Contribution

2004	2006	2010	2012	2012	2013	2016	2022	2024	2024	2025
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\*Excludes land value in municipal contributions.

Source: MBD Insights and Urban Metrics Study (2018) and updated by Burlington Economic Development Staff

### 3. Options Moving Forward

Level of Commitment (Estimated Time and Costs)

						Economic Impact Impetus for Transit Impetus for Housing Retail Revitalization
<b>Benefits</b>	Networking Opportunity Flexibility Upskilling and Retraining	Industry & Technological Advancement Economic Growth Knowledge creation	Adaptable Use of Space Tailored partnerships	Focused Branding Cluster Strategy Tie-in Industry Linkages Mobility Hub Anchor		Talent Pipeline City Prestige
	<b>Adult Learning Courses</b>	<b>Centres of Excellence</b>	<b>Mixed-Use Learning Hub</b>	<b>Specialized Program</b>	<b>Postsecondary Campus</b>	
<b>Challenges</b>	Low boost of city profile	No Students	Local demographics Enrollment Fluctuation	Transit Connectivity Commuter Base Cost/Student Ratio		Land Constraints Cost Affordable Housing Provincial Political Climate
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# Adult Learning Courses

## Benefits

- Short Timeline to implement
- Minimal to no capital investment
- Addresses the need for upskilling and retraining
- Provides flexibility and Networking opportunities



## City School by Mohawk

- Targeted training courses
- \$600k provincial investment
- Multiple Locations
  - Eva Rothwell Centre
  - Hamilton Public Library
  - Pop-Up Classrooms
  - Mobile Classrooms

## Challenges

- Minimal benefits to retailers, city profile



## 3. Options Moving Forward

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# Centers of Excellence

## Benefits

- Industrial and Technological Advancements
- Economic Growth
- Knowledge Creation
- Cluster Linkages
- City Profile/Brand

## Challenges

- No Students



### Centre for Biomedical Engineering and Advanced Manufacturing (BEAM)

- Hamilton – McMaster Innovation Park
- Advanced procedures for manufacturing cells and cell therapies
- \$10M federal, \$4M provincial and \$4M municipal investment
- Fraunhofer-McMaster Project
- Size: 20,000 sq. ft.



## 3. Options Moving Forward

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# Mixed Use Learning Hub

## Benefits

- Adaptable Space
- Tailored Partnerships
- Tailored to needed talent pipeline

## Challenges

- Matching local demographics
- Enrollment fluctuation in permanent space



## The Living Classroom at Schlegel Village – Tansley Woods

- Long-term care and retirement residence located in Burlington
- Accommodates 24 OTA/PTA students and 24 PSW students.
- Includes classroom space, a skills lab, faculty offices, a student lounge, and a mock apartment.



## 3. Options Moving Forward

Level of Commitment (Estimated Time and Costs)

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## Specialized Program

### Benefits

- Cluster Strategy tie -in
- Industry Linkages
- Mobility Hub Anchor
- Focuses Branding



### Stratford School of Interaction Design and Business

### Challenges

- Connectivity to main campus
- Commuter students
- Sustainability of single building model
- Focus on Digital Media, UX with experiential learning and partnerships
- \$10M Provincial Funding
- 42,000 sq. ft, 600 Students
- Open Concept, 6 Classrooms, 2 Labs



## 3. Options Moving Forward

*Level of Commitment (Estimated Time and Costs)*

	Level of Commitment (Estimated Time and Costs) <span style="float: right;">→</span>				
<b>Benefits</b>	Networking Opportunity Flexibility Upskilling and Retraining	Industry & Technological Advancement Economic Growth Knowledge creation	Adaptable Use of Space Tailored partnerships	Focused Branding Cluster Strategy Tie-in Industry Linkages Mobility Hub Anchor	Economic Impact Impetus for Transit Impetus for Housing Retail Revitalization Talent Pipeline City Prestige
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## Postsecondary Campus Benefits

- High Impact
- Impetus for Transit
- Impetus for Housing
- Retail Revitalization
- Talent Pipeline
- City Prestige

## Challenges

- Land Constraints
- Cost
- Affordable Housing
- Provincial Political Climate



## Laurier Brantford

- \$22 Million City Investment
- Hosts Faculty of Liberal Arts, Human and Social Sciences, LLB and BA
- 22 Buildings
- 3,000 Students, 132 full -time staff, 58 full -time faculty

## Brock University



## 4. Next Steps

- Short Term
  - Continue developing partnerships with interested institutions
  - Update post -secondary attraction strategy in -line with Vision 2050 data on economic and workforce analyses.
- Medium/Long Term
  - Plan for long -term, larger scale partnership with significant investment
  - Partner with post -secondary and industry to create new niche business incubation spaces

## Appendix B: Examples of post-secondary institutions that have located to municipalities

	<b>Adult Learning Courses</b>	<b>Centres of Excellence</b>	<b>Mixed-Use Learning Hub</b>	<b>Specialized Program</b>	<b>Post-secondary Campus</b>
<b>Examples</b>	<b>City School by Mohawk</b> Multiple Locations Mohawk College Size: Mobile, Pop-Up Students: Dependent Funding: \$600k Provincial	<b>Centre for Biomedical Engineering and Advanced Manufacturing (BEAM)</b> Hamilton Fraunhofer-McMaster Project Size: 20,000 ft <sup>2</sup> Funding: \$10M Federal, \$4M Provincial and City	<b>Pickering Learning Site</b> Pickering Durham/Centennial College Size: 9,000 ft <sup>2</sup> Students: 300 Unknown Funding	<b>Ron Joyce Centre</b> Burlington McMaster University Size: 90,000 ft <sup>2</sup> Students: 350, target 500 \$10M City/Region	<b>Laurier Brantford</b> Brantford Laurier University Size: 190,000 ft <sup>2</sup> Students: 3,000 \$22M City Funding
			<b>Centre for Aviation Technology at Hamilton International Airport (HA)</b> Hamilton Mohawk College Size: 75,000 ft <sup>2</sup> Students: 350 Unknown Funding	<b>School of Architecture</b> University of Waterloo Cambridge Size: 85,000 ft <sup>2</sup> Students: 398 \$7.5 Million, \$8 Million Additional for Expansion	<b>Langford Downtown BC Campus</b> Langford Royal Roads University, the University of Victoria, Camosun College & Justice Institute of British Columbia Students: 600 Funding: \$27.5M City and \$78M Provincial
			<b>The Living Classroom at The Village of Tansley Woods</b> Burlington Mohawk College and Schlegel Village Students: 48 Unknown Funding	<b>Toronto Metropolitan University of Medicine</b> Brampton Size: 250,000 ft <sup>2</sup> Students: 175 Funding: \$20M City	