

COUNCIL – MARCH 18, 2013

PROPOSED EXPANSION OF YORK UNIVERSITY IN THE REGIONAL MUNICIPALITY OF YORK

Recommendation

The Interim City Manager in consultation with the Senior Management Team and the Director of Economic Development recommends:

1. THAT the Interim City Manager establish a Staff working group to prepare a formal response package and presentation that will promote Vaughan as the location of choice for the proposed expansion of York University;
2. That Council confirms that Vaughan is a willing partner in the “York in York” Campus initiative;
3. THAT Staff be authorized to approach one or more key landowners in the City of Vaughan to identify potential partnership arrangements for the proposed University expansion project and report back to Council prior to the City’s submission; and,
4. THAT the City Clerk be authorized to forward a copy of this report to the Regional Municipality of York, Minister of Training, Colleges and Universities and the Office of the President of York University.

Contribution to Sustainability

Green Directions Vaughan embraces a *Sustainability First* principle and states that sustainability means we make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations.

Economic Impact

Costs associated with preparing detailed business site selection and business attraction packages are budgeted in the Economic Development Department’s annual operating budget. All costs associated with preparing this site selection package and presentation to host the proposed expansion of York University will be allocated to the Economic Development Budget. Future report(s) to Council will identify additional costs if Vaughan is successful in advancing in the site selection process.

Communications Plan

At this time a communications plan is not required.

Purpose

The Office of the City Manager received a communication, dated March 12, 2014 from the Regional Municipality of York Chairman & CEO Bill Fisch that contains a letter from York University President, Mamdouh Shoukri [ATTACHMENT 1] requesting assistance from the Regional Municipality of York to assist in facilitating meetings with municipalities interested in being the host site for the University’s proposed expansion. York University and the Regional Municipality of York have arranged for each interested municipality to make a private presentation to York University on April 17, 2014.

As such, the province has noted that municipalities interested in being considered as host locations will be expected to work in collaboration with institutions that would be prepared to submit a proposal.

A key element of a bid submission by York University to the Province will be confirmation of both a campus location and indication that the local municipality is a willing partner in the initiative.

Background - Analysis and Options

Vaughan has one of the strongest local economies in the Greater Golden Horseshoe and a high ratio of jobs to population. However, a strong economic future for Vaughan and the Regional Municipality of York requires further economic growth and diversification. Vaughan's employment is forecast to grow from 162,200 jobs in 2006 to 266,100 jobs by 2031. The City's current population of 312,000, which speaks more than 99 languages, will grow to more than 450,000. Economic growth will continue to occur within strong and established sectors. However, new growth will also occur in a variety of emerging sectors that together have potential for significant expansion.

With a diverse economic base, Vaughan will continue to promote a welcoming environment for a variety of new employers and job opportunities, where residents and employees can both live and work in Vaughan.

A variety of locally-serving institutions are located in Vaughan, but there are no postsecondary education institutions and few large institutions that generate significant economic impacts.

Vaughan's significant future growth and intensification provide opportunities to attract such institutions to the City, which could occur through collaboration with existing nearby institutions, such as York University.

Vaughan's diverse economy offers a variety of other opportunities for institutional growth, including research institutes related to industry and manufacturing. Vaughan's Intensification Areas provide a variety of environments that can successfully incorporate new large institutions into the fabric of the City.

A Policy of Vaughan Council - Postsecondary Education

The City of Vaughan's new Official Plan, Volume 1, approved at the Region, endorsed by the Province and with certain exceptions approved by the OMB was very clear in promoting and attracting postsecondary education to the City.

5.2.5 Promoting Institutional Growth

It is the policy of Council:

5.2.5.1. To support and attract new, large-scale institutional uses into Intensification Areas, including research, educational, cultural and other institutions.

5.2.5.2. To attract post-secondary institutions to Intensification Areas supported by transit and adjacent land uses, including retail, services and higher density residential uses.

5.2.5.3. To support and encourage the development of a wide variety of high-intensity education related employment opportunities in the Steeles Avenue West Primary Centre with the potential for institutional linkages to York University. Additional post-secondary links should be encouraged

with businesses or facilities in the Vaughan Metropolitan Centre and the hospital campus at the Jane Street and Major Mackenzie Drive Primary Centre.

Provincial Linkage

The aforementioned policy of Council as set out in the new Official Plan 2010 works in concert with *Ontario's Differentiation Policy Framework for Postsecondary Education November 2013* [ATTACHMENT 2]. The framework clearly articulates that "Postsecondary education is an important driver of social and economic development. The government recognizes the valuable contributions that colleges and universities make towards job creation, enhanced productivity, and the vitality of communities and regions throughout the province.

Postsecondary education also delivers significant social and economic benefits to individuals. Graduates of postsecondary education experience have improved labour market outcomes compared to those without higher education, including higher employment rates and great earning levels over time. This is especially significant to ensuring Ontario's social development and economic prosperity."

The City of Vaughan plans are aligned with the Growth Plan, the Provincial Policy Statement and the Metrolinx Regional Transportation Plan. The City is working closely with the Province to achieve intensification in a manner that reflects and aligns with these and other Provincial Plans.

Provincial Overview | Postsecondary Expansion

Ontario has introduced a plan to guide major capacity expansions at postsecondary institutions, ensuring students have access to spaces where they are needed most.

The province's *Major Capacity Expansion Policy Framework December 2013* [ATTACHMENT 3] defines criteria for where new or expanded campuses should be located. Working in collaboration with municipalities, universities and colleges expansion proposals will be evaluated on how they:

- Increase spaces in underserved areas and align with provincial growth and economic development plans
- Align with their strategic mandate agreements and their priorities under the Differentiation Policy Framework
- Demonstrate value for money and provide regional and economic benefits
- Improve quality, innovation and competitiveness
- Increase affordability for both students and tax payers

Decisions about future expansions will be made on the basis of a formal, transparent and competitive process that will begin with a call for proposals directed to institutions and their municipal partners in early 2014.

The March 11 letter from York University President, Mamdouh Shoukri [ATTACHMENT 1] stresses that "a site(s) that strongly aligns with our guiding principles and with the Province's high level objectives for growth management and transportation." In Vaughan's proposal, Vaughan will have to demonstrate how these objectives can be best achieved at a Vaughan proposed site.

While the City owns land in strategic and accessible locations, key land holdings within certain designated intensification areas are privately held. Vaughan must now explore the potential for partnerships with such key property owner(s) to confidently propose the best site(s).

Municipalities interested in being considered as host locations will be expected to work in collaboration with institutions that would be prepared to submit a proposal.

Expanding the Province's world-class postsecondary education system is part of the Ontario government's economic plan to invest in people, build modern infrastructure and support a dynamic and innovative business climate.

Regional Implications

In addition to complementing existing Regional transit infrastructure investments, Goal 1 in the Regional Municipality of York's Economic Development Action Plan is to develop a "Greater Post-Secondary And Research Presence". The goal references that most renowned economic clusters around the world are anchored with a strong post-secondary institution presence. The Action Plan articulates that "Post-secondary institutions are themselves economic drivers, enhancing regional economic development in several important ways—as an employer, purchaser, real estate developer, workforce developer, advisor/network builder, and technology transformer and incubator. Businesses and investors look for jurisdictions with higher education and skill levels to locate and invest. The significant presence of postsecondary institutions raise the education and skill levels locally, providing a pool of desirable labour and making for a more attractive investment climate."

Conclusion

York University prepared a set of guiding principles for the "York in York" campus titled, *Campus Principles* [ATTACHMENT 4]. The principles will exemplify best practices to make it a university of the 21st century. These principles also work in concert with Vaughan's city building initiatives that position Vaughan as the gateway of economic activity to the Greater Toronto Area as it continues the process of becoming a world class city.

Attachments

Attachment 1 – Letter from Mamdouh Shoukri, President and Vice-Chancellor, York University

Attachment 2 – Ontario's Differentiation Policy Framework for Postsecondary Education
November 2013, Ministry of Training, Colleges and Universities

Attachment 3 – Major Capacity Expansion Policy Framework December 2013, Ministry of
Training, Colleges and Universities

Attachment 4 – Campus Principles, York University in York Region

Report prepared by:

Tim Simmonds, Executive Director, Office of the City Manager

Respectfully submitted,

Barbara Cribbett
Interim City Manager



Office of the President

1050 KANEFF TOWER
4700 KEELE ST
TORONTO ON
CANADA M3J 1P3
T 416 736 5200
F 416 736 5641
www.yorku.ca/president

March 11, 2014

Mr. Bill Fisch
Chairman and Chief Executive Officer
The Regional Municipality of York
17250 Yonge Street, 4th Floor
Newmarket, ON L3Y 6Z1

Dear Mr. Fisch:

Re: Establishing a Campus of York University in the Region of York

On behalf of York University, I am writing to advise the York Regional Council that the University intends to respond to the *Major Capacity Expansion Policy Framework* document released by the Ministry of Training, Colleges and Universities (MTCU) in December 2013. As you are aware, that document was issued in preparation for an RFP that will solicit submissions from post-secondary institutions which are interested in establishing new campus locations in the province.

Our submission will confirm York's desire to locate a new university campus within York Region, and as such I am asking that Regional Council be advised of this intention. Central to the programs to be offered in the new campus is a collaborative initiative with Seneca College. This initiative will involve joint professional programs in areas that support the social and economic development of the York Region.

York University is, in many ways, already 'York Region's University,' having a strong presence that is evident across the region. Nearly 50,000 York alumni live in York Region, which is a testament to the Region's ability to offer the quality of life and access to careers which our graduates seek after graduation. Conversely, a third of York University's workforce, nearly 1900 staff and faculty, reside in York Region. York University has also emerged as an obvious first choice for York Region's youth choosing to pursue post-secondary education. One third of all York Region applicants end up enrolling at York University, which has the highest applicant conversion rate experienced across the GTA. It is remarkable that eight percent of all York Region's youth between the ages of 15 and 25 are currently enrolled at York University. Our partner, Seneca College, has similar relationships and extensive levels of engagements with the York Region. Clearly, York University is already *your* university.



Given this strong affinity between us, it is easy to see why York University is pursuing this exciting opportunity to create a new 'York in York' campus. A key element of a bid submission to the Province will be confirmation of both a campus location and indication that the local municipality is a willing partner in the initiative. To date, York has been approached by, and we have met with, representatives of various York Region municipalities. The Province has made it clear that a successful proposal must align strongly with and support all high-level growth management and regional transportation plans. It is therefore imperative, and our intention, to demonstrate how a 'York in York' proposal satisfies the various strategic documents approved by Regional Council.

To assist York University with the task of preparing the strongest possible submission to the Province, we have retained a team of internationally recognized university campus and land use planners, urban designers, and transportation planners that is guiding us in the creation of the next generation of campus development for York Region. Based on their review of Regional documents, from *Vision 2051* to the *Economic Development Action Plan*, as well as local municipal documents, there is clear strategic policy direction, and action plans in place, that demonstrate the strong desire for a university to be located in York Region. This work also indicates that there are a number of candidate locations for a 'York in York' campus in York Region. We wish to work closely with Council in determining the optimal location for a successful submission to government, inclusive of an optimal financial participation model with our locational partners. The attached page sets out ten principles that have been guiding the development of our proposal for the new campus and which address MTCU, York University, Seneca College and regional priorities.

As the next step in our process, we propose to invite each of York Region's municipalities to consider whether they have a site(s) that strongly aligns with our guiding principles and with the Province's high-level objectives for growth management and transportation. Municipalities that wish to propose a site will be invited to meet with the University to demonstrate how our vision and principles for a 'York in York' campus would be achieved at their proposed site. An evaluation of these submissions would enable York University to assess the merits of each candidate, and to ensure that the strongest location and partner municipality is confirmed and included in our final bid submission to the Province. We expect to complete this consultation over the next 60 days.

In closing, let me say that York University has the genesis of what is an innovative approach to delivering post-secondary education for the 21st century, both from a pedagogical and physical perspective. It is our intention that this new campus will be an incubator for new ideas in terms of how we use the campus, extend our outreach and level of engagement in building community, expand our leadership in credit transfer pathways with the college sector, and advance technology-enhanced learning and experiential education opportunities for our students. We are excited by the opportunity to pursue this opportunity in collaboration with the Region of York and your member municipalities. For us, the potential for a new York University campus in York Region is one further significant development in our overall York Region strategy to forge connections between the University, Seneca College and all the municipalities.

I would be pleased to appear before Regional Council to elaborate on this initiative, and we look forward to working closely with you in the coming weeks.

Warm regards,

A handwritten signature in blue ink, appearing to read 'M Shoukri', with a stylized flourish at the end.

Mamdouh Shoukri, C.M., O.Ont.
President and Vice-Chancellor

CC: David Agnew, President, Seneca College

**ONTARIO'S
DIFFERENTIATION
POLICY
FRAMEWORK FOR
POSTSECONDARY
EDUCATION**



November 2013

The Ontario Public Service endeavours to demonstrate leadership with respect to accessibility in Ontario. Our goal is to ensure that Ontario government services, products, and facilities are accessible to all our employees and to all members of the public we serve. This document, or the information that it contains, is available, on request, in alternative formats. Please forward all requests for alternative formats to ServiceOntario at 1-800-668-9938 (TTY: 1-800-268-7095).

Une publication équivalente est disponible en français sous le titre suivant : *Cadre stratégique de l'Ontario pour la différenciation du système d'éducation postsecondaire, 2013*

This publication is also available on the Ministry of Training, Colleges and Universities website, at www.ontario.ca/tcu.
13-268 • ISBN 978-1-4606-3368-7 (PDF) • © Queen's Printer for Ontario, 2013

Contents

| | |
|---|----|
| 1. Introduction | 5 |
| 1.1 Context for Change | 5 |
| 1.2 PSE Transformation through Differentiation | 6 |
| 2. Ontario's Postsecondary Education System | 7 |
| 2.1 Vision | 7 |
| 2.2 Government Priorities | 7 |
| 2.2.1 Social and Economic Development | 7 |
| 2.2.2 High-Quality Educational Experience | 7 |
| 2.2.3 Financial Sustainability and Accountability | 8 |
| 2.2.4 Access for All Qualified Learners | 8 |
| 2.2.5 World-Class Research and Innovation | 8 |
| 2.2.6 Collaboration and Pathways for Students | 8 |
| 3. Differentiation Policy Framework | 9 |
| 3.1 Purpose | 9 |
| 3.2 Goals | 9 |
| 3.3 Components of Differentiation | 9 |
| 3.3.1 Jobs, Innovation, and Economic Development | 9 |
| 3.3.2 Teaching and Learning | 10 |
| 3.3.3 Student Population | 10 |
| 3.3.4 Research and Graduate Education | 11 |
| 3.3.5 Program Offerings | 11 |
| 3.3.6 Institutional Collaboration to Support Student Mobility | 11 |
| 3.4 Strategic Enrolment and Financial Sustainability | 12 |
| 3.4.1 Strategic Enrolment | 12 |
| 3.4.2 Financial Sustainability | 12 |
| 3.5 Metrics | 13 |
| 4. Implementation | 17 |
| 4.1 Strategic Mandate Agreements | 17 |
| 4.2 Policy, Processes, and Funding Levers | 17 |
| 4.3 Accountability | 17 |

1. Introduction

1.1 Context for Change

Over the past decade, the Government of Ontario has increased investment in postsecondary education significantly, including increasing operating grants by 80 per cent since 2002–03. These investments helped to improve access to postsecondary education, supported significant enrolment growth at universities and colleges, and drove community and economic development. The tremendous expansion of Ontario's postsecondary education system was made possible thanks to the commitment of our postsecondary education institutions to access, and their willingness to respond to the demand.

The 2008 economic downturn and the ensuing precarious state of the global economy have made Ontario's fiscal environment challenging. Substantial new investment by the government at levels comparable to the previous decade is not feasible. Also, as enrolment growth is expected to slow in the near future so too will operating grant funding. With institutions' costs outpacing growth in revenues from operating grants and tuition, existing cost structures are under pressure. Measures that help to mitigate these pressures are needed in order to ensure the continued sustainability of our postsecondary education system.

We need to make changes to protect the gains of the last ten years, and to ensure that Ontario's postsecondary education continues to enjoy a productive and promising future. With active collaboration among government, key postsecondary stakeholders, and students, there is an opportunity to address the challenges facing the system. Central to this pursuit is the need to preserve and enhance educational quality and institutional excellence within a sustainable cost structure and to ensure postsecondary education in Ontario continues to have a strong impact on communities. This will require a careful balancing act between government stewardship and institutional leadership, and a strengthening of transparency and accountability between the government, institutions, and the public.

1.2 PSE Transformation through Differentiation

The government has opted for differentiation as a primary policy driver for the system. The government's policy of differentiation sets the foundation for broader postsecondary system transformation by publicly articulating government expectations and aligning the mandates of Ontario's colleges and universities with government priorities.

Our overriding goals for a differentiated system are to build on and help focus the well-established strengths of institutions, enable them to operate together as complementary parts of a whole, and give students affordable access to the full continuum of vocational and academic educational opportunities that are required to prosper in our contemporary world.

Over time, the government will align its policies, processes, and funding levers with Ontario's Differentiation Policy Framework to steer the system in ways that align with provincial priorities while respecting the autonomy and supporting the strengths of our institutions.

The government's goals, combined with a collaborative approach to differentiation, will help facilitate the achievement of targeted quality outcomes and enable institutions to respond to a broader range of learners whose diverse qualifications and skills are needed to support economic prosperity and build strong communities across Ontario.

2. Ontario's Postsecondary Education System

2.1 Vision

Ontario's colleges and universities will drive creativity, innovation, knowledge, and community engagement through teaching and research. They will put students first by providing the best possible learning experience for all qualified learners in an affordable and financially sustainable way, ensuring high quality, and globally competitive outcomes for students and Ontario's creative economy

2.2 Government Priorities

2.2.1 Social and Economic Development

Postsecondary education is an important driver of social and economic development. The government recognizes the valuable contributions that colleges and universities make towards job creation, enhanced productivity, and the vitality of communities and regions throughout the province.

Postsecondary education also delivers significant social and economic benefits to individuals. Graduates of postsecondary education experience have improved labour market outcomes compared to those without higher education, including higher employment rates and greater earning levels over time. This is especially significant to ensuring Ontario's social development and economic prosperity.

2.2.2 High-Quality Educational Experience

The Ontario government recognizes that high-quality teaching is tied to improved student outcomes. The government sees this as a key priority and is committed to ensuring that postsecondary education in Ontario provides students with the knowledge and skills needed to succeed in their personal and career aspirations, and as engaged citizens.

2.2.3 Financial Sustainability and Accountability

The government is committed to working with colleges and universities on creating a financially sustainable, high-quality postsecondary education system in both the short and long term. This priority will help ensure that Ontarians have access to a full range of affordable, high-quality postsecondary education options, now and in the future.

2.2.4 Access for All Qualified Learners

Recognizing the value of postsecondary education to an individual and to Ontario's future, the government will continue to build on the gains it has made in increasing access to higher education for all qualified students over the past decade. This also includes an ongoing commitment to making postsecondary education accessible on the basis of ability to learn, not ability to pay.

2.2.5 World-Class Research and Innovation

Universities and colleges are engines of innovation that grow Ontario's knowledge economy through applied, commercialized, and pure research. The government is committed to supporting research and innovation to ensure that Ontario's postsecondary education system contributes to the economic success of the province.

2.2.6 Collaboration and Pathways for Students

The government is committed to supporting and improving collaboration to ensure that postsecondary education in Ontario provides a full continuum of relevant learning opportunities that can respond to the arising needs of students in their academic paths and career destinations. Innovative collaboration among institutions can provide enhanced opportunities for students, and maximize the impact of existing resources and avoid unnecessary duplication.

3. Differentiation Policy Framework

3.1 Purpose

The Differentiation Policy Framework is the foundation for the ministry's decision making and ongoing dialogue with institutions, students, and all stakeholders going forward.

3.2 Goals

The Differentiation Policy Framework provides a balanced and collaborative approach to better support the government's vision and priorities for postsecondary education, while supporting institutions in demonstrating leadership through their distinct contributions. The overarching goals for differentiation of Ontario's postsecondary education are to:

1. Support student success and access to a high-quality Ontario postsecondary education
2. Improve the global competitiveness of Ontario's postsecondary education system
3. Build on and help focus the well-established strengths of Ontario colleges and universities while avoiding unnecessary duplication
4. Maintain an efficient and financially sustainable postsecondary education system

3.3 Components of Differentiation

Ontario's Differentiation Policy Framework consists of six key components, which are outlined in the following section.

3.3.1 Jobs, Innovation, and Economic Development

This component highlights institutions' collaborative work with employers, community partners, and regions, or at a global level, to establish their role in fostering social and economic

development, serving the needs of the economy and labour market, and promoting a culture of entrepreneurship. This may include, but is not limited to, the impacts of institutions' commercialization, innovation, and applied research activity on social and economic development.

Differentiation strengthens alignment between regional development needs and defined institutional mandates. This will advance innovative partnerships and programs that serve the distinct Ontario communities to which institutions are connected, as well as broader provincial needs. This alignment will ensure that students graduate with skills that respond to local and provincial labour market needs and contribute to social development. In areas that align with institutional capacity, these partnerships may be global in scope.

3.3.2 Teaching and Learning

This component captures institutional strengths in program delivery methods that expand learning options for students and improve their learning experience and career preparedness. This may include, but is not limited to, experiential, entrepreneurial, work-integrated, and online learning.

Institutions will focus on areas of educational strength and specialty so that *collectively* they offer the maximum choice, flexibility, and quality experience to Ontario students. This includes institutions strengthening their innovative teaching approaches, such as technology-enabled learning and experiential learning opportunities, to provide students with a twenty-first century learning experience.

3.3.3 Student Population

This component recognizes the importance of improving access, retention, and success for underrepresented groups and expanding opportunities for francophones to learn in French, as articulated in the Reaching Higher Access to Opportunity Strategy.

Institutional specialization will play a key role in increasing the postsecondary education participation and success of Aboriginal students, students with disabilities, first generation students, as

well as expanding programming opportunities for francophone students. In addition, institutions will continue to offer a learning environment that supports and is enriched by a diverse profile of learners.

3.3.4 Research and Graduate Education

This component highlights the breadth and depth of research undertaken by Ontario universities, and articulates specific university research strengths. This profiles research activity and capacity that is strongly linked to graduate education.

Future investments in graduate education will be focused to improve research capacity and performance in universities' areas of research strength, helping to build on the world-class research already underway. In time, strategic support on a broader scale will strengthen universities' global competitiveness in the creation and dissemination of knowledge, further raising Ontario's profile as a globally recognized research hub.

3.3.5 Program Offerings

This component articulates the breadth of programming, enrolment, and credentials offered, along with program areas of institutional strength/specialization, including any vocationally-oriented mandates. This component also recognizes institutions that provide bilingual and/or French-language programming for students.

Encouraging institutions to focus on areas of program strength will help to define their role in the postsecondary education system and better coordinate program offerings at a system level. This will help promote quality programming that is responsive to student needs and regional demands, and avoid unnecessary duplication.

3.3.6 Institutional Collaboration to Support Student Mobility

This component profiles partnerships between institutions that ensure students have access to a continuum of learning opportunities in a coordinated system. This may include, but is not limited to, credit transfer pathways and collaborative or joint programs between or within sectors.

Greater collaboration between and within sectors will work to maximize recognition for prior learning and strengthen pathways so that students can better navigate learning options within a differentiated postsecondary education system.

3.4 Strategic Enrolment and Financial Sustainability

In addition to the six components of differentiation, Ontario's Differentiation Policy Framework identifies two key directions that help support the differentiation process.

3.4.1 Strategic Enrolment

Discussions about future enrolment levels will be part of the differentiation process and will be informed by system-level ministry enrolment projections, demographics, and recent provincial growth planning decisions that affect capacity, including capital. Working with institutions on managing enrolment growth will help to align institutions' enrolment planning with provincial priorities. Ultimately, coordinated growth and capacity planning will enhance responsiveness to shifting trends in demand and demographics, further helping to protect the quality of postsecondary education from periods of slower growth while meeting local access needs and system-level forecasts.

3.4.2 Financial Sustainability

The ministry recognizes that underlying the differentiation process is a commitment and action towards ensuring financial sustainability at the institution and system level. Institutions will be expected to provide measures of financial health, including pension plan status and compliance with the BPS Accountability Act.

Transparent reporting standards using comparable measures of financial health and administrative efficiency will enhance institutions' ability to focus investments in areas of institutional strength. Collectively, this will drive the system towards greater productivity and will ensure postsecondary education in Ontario has a secure future.

3.5 Metrics

Metrics provide the evidence-base on which to have informed discussions, and it is important to strike a balance between system-wide and institution-level metrics:

- a. Institution-specific metrics identified by individual colleges and universities.** Institution-specific metrics are optional, but help identify unique strengths. These are rooted in historical data to enable measurement of progress over time, and are linked to the institutional internal planning processes.
- b. System-wide metrics identified by the ministry.** These metrics, based on current data collected or already available to the ministry, are applicable to all institutions and form the basis for measuring progress.

The following table outlines, in detail, the approach to metrics in each component (additional information on definitions and technical details for each metric can be found in the Technical Addendum).

Differentiation Framework – Metrics

| Differentiation Framework – Components | Metrics |
|---|--|
| Jobs, Innovation, and Economic Development | <p>As part of forming an institution's profile and measuring progress in this component, the ministry will use the following system-wide metrics for all institutions:</p> <ul style="list-style-type: none"> • Graduate employment rates • Employer satisfaction rates • Number of graduates employed full-time in a related job <p>In addition, before March 31, additional system-wide metrics will be developed, in consultation with the sector focused on applied research, commercialization, entrepreneurial activity, and community impact (e.g., number of patents, number of licences, revenue from licensing, number of start-up companies and jobs created).</p> <p>Institutions are invited to provide up to 3 additional metrics that demonstrate economic and community impact.</p> |
| Teaching and Learning | <p>As part of forming an institution's profile and measuring progress in this component, the ministry will use the following system-wide metrics for all institutions:</p> <ul style="list-style-type: none"> • National Survey of Student Engagement Results (university-specific) • Student Satisfaction Survey Results (college-specific) • Graduation rates • Retention rates • Number of students enrolled in a co-op program at institution • Number of online course registrants, programs, and courses at institution <p>Institutions are invited to provide up to 3 additional metrics that identify unique strengths in program delivery, enhanced teaching quality, and student learning outcomes.</p> |
| Student Population | <p>As part of forming an institution's profile and measuring progress in this component, the ministry will use the following system-wide metrics for all institutions:</p> <ul style="list-style-type: none"> • Number and proportion of Aboriginal, first generation, students with disabilities, and francophone students at an institution • Number and proportion of international students enrolled in Ontario (as reported in annual institutional enrolment reporting) • Proportion of an institution's enrolment that receives OSAP <p>Institutions are invited to provide up to 3 additional metrics related to improving access, retention, and success for these and other groups of students.</p> |

| Differentiation Framework – Components | Metrics |
|--|---|
| Research and Graduate Education | <p>As part of forming a university's profile and measuring progress in this component, the ministry will use the following sector-wide metrics for all universities:</p> <p><u>Research Capacity</u></p> <ul style="list-style-type: none"> • Total sponsored research • Number of research chairs • Number of graduate degrees awarded • Number of graduate awards/scholarships <p><u>Research Focus</u></p> <ul style="list-style-type: none"> • Graduate degrees awarded to undergraduate degrees awarded • Graduate to undergraduate ratio • PhD degrees awarded to undergraduate degrees awarded <p><u>Research Impact</u></p> <ul style="list-style-type: none"> • Normalized Tri-Council funding (total and per full-time faculty) • Number of publications (total and per full-time faculty) • Number of citations (total and per full-time faculty) • Citation impact (normalized average citation per paper) <p><u>International Competitiveness</u></p> <ul style="list-style-type: none"> • Ratio of international to domestic graduates [used by Times Higher Education Rankings] • Aggregate of international global rankings <p>Universities are invited to provide up to 3 additional metrics that demonstrate their research strengths.</p> |
| Program Offerings | <p>As part of forming an institution's profile and measuring progress in this component, the ministry will use the following system-wide metrics for all institutions:</p> <ul style="list-style-type: none"> • Concentration of enrolment at universities by program major and by credential • Concentration of enrolment at colleges by occupational cluster and by credential • Institution's system share of enrolment by program major or by occupational cluster and by credential • Number of apprentices in each trade (college-specific) • Pass/fail rates of apprentices in each trade (college-specific) • Funding for apprenticeship by trade (college-specific) |

| Differentiation Framework – Components | Metrics |
|--|--|
| Institutional Collaboration to Support Student Mobility | <p>As part of forming an institution's profile in this component, the ministry will use the following system-wide metrics for all institutions:</p> <ul style="list-style-type: none"> • Number of college and university pathways and/or articulation agreements (college-college, college-university, university-college, university-university) • Number of transfer applicants and registrants • Number of college graduates enrolled in university programs <p>Institutions are invited to provide up to 3 additional metrics that demonstrate support for greater co-ordination and pathways.</p> |

| Differentiation Framework | Metrics |
|----------------------------------|--|
| Strategic Enrolment | <p>Given the forecasted enrolment growth over the next 5–10 years, the ministry has asked institutions to provide medium-term forecasts of planned enrolment through 2018–19 to illustrate the future enrolment trajectory of an institution. These will form the basis for discussing medium-term enrolment growth per institution.</p> |
| Financial Sustainability | <p>The ministry will use the financial sustainability metrics outlined in the Deputy Minister's November 2013 Memorandum as a backdrop to the Strategic Mandate Agreement discussions. Following the conclusion of SMAs, the ministry intends to engage the sector in discussions around financial sustainability with a view to finalizing the metrics.</p> |

4. Implementation

4.1 Strategic Mandate Agreements

The Strategic Mandate Agreements (SMAs) are the mechanism through which colleges and universities articulate their unique mandates, strengths, and aspirations. They outline the relationship between the ministry and the institutions, and how each institution's mission and activities align with Ontario's vision for postsecondary education as articulated in this framework.

4.2 Policy, Processes, and Funding Levers

Ontario's differentiation and Strategic Mandate Agreement process will set the foundation for future alignment of government levers to support sustainability, a high-quality postsecondary education, and other government priorities. Over time, the ministry will align its policy, processes, and funding levers with both the framework and the SMAs to ensure coherent decision making.

4.3 Accountability

Reporting by colleges and universities to the ministry continues to be an integral part of the government's relationship with institutions. The ministry will work with the sector to phase in consolidated and streamlined reports.

The ministry will re-profile the Multi-Year Accountability Agreements (MYAAs) as the interim accountability reporting mechanism for Strategic Mandate Agreements. Elements in the report-back template will be reviewed to reduce duplication and reporting burden.

MAJOR CAPACITY EXPANSION POLICY FRAMEWORK



December 2013

Ministry of Training, Colleges and Universities

The Ontario Public Service endeavours to demonstrate leadership with respect to accessibility in Ontario. Our goal is to ensure that Ontario government services, products, and facilities are accessible to all our employees and to all members of the public we serve. This document, or the information that it contains, is available, on request, in alternative formats. Please forward all requests for alternative formats to ServiceOntario at 1-800-668-9938 (TTY: 1-800-268-7095).

Une publication équivalente est disponible en français sous le titre suivant : *Cadre stratégique pour l'accroissement majeur de la capacité, 2013*

This publication is also available on the Ministry of Training, Colleges and Universities website, at www.ontario.ca/tcu.
13-278 • ISBN 978-1-4606-3428-8 (PDF) • © Queen's Printer for Ontario, 2013

Contents

| | |
|---|----|
| Vision | 5 |
| Context | 5 |
| Government Priorities | 6 |
| Components of the Policy Framework | 7 |
| Initial Review | 7 |
| Scope | 7 |
| Selection and Approval | 9 |
| Policy Implementation and Compliance | 10 |
| Appendix A | |
| Contact Information and Checklist for Institutions Considering Capacity Expansion | 11 |
| Appendix B | |
| An Outline of the Review and Approval Process for Planned Capacity Expansion Proposals | 13 |
| Appendix C | |
| General Evaluation Criteria for Major Capacity Expansion | 14 |

Vision

Ontario's colleges and universities will drive creativity, innovation, knowledge, and community engagement through teaching and research. They will put students first by providing the best possible learning experience for all qualified learners in an affordable and financially sustainable way, ensuring high quality, and globally competitive outcomes for students and Ontario's knowledge economy.

Context

Between 2002–03 and 2012–13, the postsecondary education system in Ontario expanded substantially, with full-time enrolment growing by over 160,000, more than in any decade in the province's history. Ontario has been supporting enrolment growth across the college and university sectors through increases in operating grants, enhancements to student financial aid, and capital investments.

Ontario's postsecondary institutions have been committed partners in their efforts to accommodate these unprecedented levels of enrolment growth, and have thus contributed to expanding opportunities for students to pursue higher education in many communities across Ontario.

At 65 per cent, Ontario's level of postsecondary attainment (college, university, and apprenticeship) in 2012 was higher than that of any country in the Organisation for Economic Co-operation and Development (OECD). The Ontario government has set a postsecondary education attainment target of 70 per cent to ensure that the province continues to benefit from the competitive advantage of its highly skilled and educated workforce in the global economy.

In this context, it is essential to ensure that in future, the right spaces are created in the right places for Ontario's students. This can be done by targeting areas in which population growth is strong but local postsecondary education capacity is limited.

Population growth in Ontario has recently been – and is expected to continue to be – concentrated in a number of large urban areas. Some of the regions and communities where strong

long-term demand growth is anticipated are not currently served by local campuses. In those areas, gaps have recently begun to appear between enrolment demand growth and the capacity to accommodate continued enrolment growth. If left unaddressed, those gaps are likely to widen over time.

Projections are subject to uncertainty, and caution should always be used when considering long-term forecasts. Based on the ministry's latest assessment of demographics and long-term postsecondary education participation patterns, enrolment demand growth will moderate in the near term, but is expected to return to more rapid growth after 2020, with the potential for substantial enrolment increases over the longer term. Consistent with recent trends, long-term demand is expected to be greatest for degree-level programs.

It is anticipated that the focus of most major capacity expansions in the future will be at the undergraduate degree level. Students in rapidly growing communities have access to substantial local college facilities more than they do to local university campuses. In addition, although graduate enrolment has risen significantly in recent years, it is much lower than enrolment at the undergraduate level, and tends to be concentrated in fewer institutions.

The timing of this anticipated growth in demand provides an important opportunity. The province will have time to plan for and address postsecondary education capacity needs in areas of Ontario where communities are growing and where students need better and more affordable access to postsecondary education opportunities closer to home.

Government Priorities

The Major Capacity Expansion Policy Framework set out in this document seeks to achieve the following objectives:

- Ensuring that future large-scale capacity expansion supports long-term postsecondary education priorities, including institutional differentiation
- Managing enrolment growth strategically, in line with provincial growth planning priorities, to address regional capacity gaps in underserved areas
- Putting in place a transparent, evidence-based decision-making and implementation process

- Addressing affordability and sustainability for students, institutions, and the province by maximizing the cost-effectiveness of targeted investments
- Creating local community and regional economic benefits, leading to job creation and greater economic diversity.

Components of the Policy Framework

The components of the Major Capacity Expansion policy framework include:

- 1) a description of the kinds of initiatives that will be within the scope of the new approval and selection process;
- 2) the selection process and the criteria that will be used in evaluating proposals for approval after a call for proposals is made; and,
- 3) details on implementation and compliance.

Initial Review

Any institution considering an initiative that involves an expansion of capacity should contact the ministry in writing, using the checklist provided in Appendix A. The ministry will review initiatives proposed by institutions on a case-by-case basis to determine whether the planned expansion is subject to the new selection and approval process outlined below. The ministry will provide a response to the institution's request in writing, clearly indicating whether a proposed project or initiative will be subject to the new Major Capacity Expansion selection and approval process. Initiatives subject to the new process are not to proceed unless approved by the provincial government following a formal call for proposals.

Scope

This policy framework addresses a significant provincial interest in the need for provincial management of future large-scale expansions in postsecondary education capacity. Effective management and planning is also needed to help avoid potential conflicts that can arise between and among institutions with respect to the location of new facilities and campuses.

The new approval and selection process is primarily focused on initiatives that are designed to accommodate significant long-term increases in the number of domestic, full-time postsecondary education students. Such large-scale initiatives could include expansions at existing locations or might involve the establishment of new campuses. Initiatives could be partnerships, including university-college collaborations that would also enhance students' educational experience and student pathways.

Recognizing that a wide range and variety of potential expansion opportunities exist in Ontario's diverse and complex postsecondary education system, the ministry has avoided setting rigid parameters to define major capacity expansion. However, initiatives characterized by the following scale-related features are most likely to be subject to the new approval and selection process:

- accommodates enrolment growth of more than 1,000 full-time students in the short term, with the potential to accommodate longer-term growth of 5,000 to 10,000 over the next twenty years (i.e., long-term enrolment comparable to enrolment at substantial existing college or university campuses)
- adds new facilities (either owned or secured through long-term lease) larger than 70,000 square feet (roughly 6,500 square metres), designated primarily for academic purposes
- offers a broad range of programs, with substantial new or expanded ancillary services (or, shows clear potential for future growth in program offerings and ancillary services)
- significantly improves local student access to postsecondary education in the short term (and has the potential to do so in the longer term), particularly in geographic locations that may be experiencing or are expected to develop capacity gaps

When reviewing a planned expansion, the ministry will also take into consideration whether the initiative:

- competes with other capacity expansion initiatives in a particular geographic area or would have an impact on existing or already-planned postsecondary education facilities;
- in the case of proposed new campuses, is outside the "local area" of the institution's existing campuses, or is in a new community for the institution in terms of substantial permanent academic facilities. For the purpose of this policy, the local

area of a campus is defined as the area within the median commuter shed for Census Metropolitan Areas in Ontario, as specified by Statistics Canada (about 10 km).

Institutions making expansion proposals will be required to provide evidence of prior consultation with and support from other institutions that could be affected by the proposal, confirmation of their own Board of Governors' support for the proposal, and confirmation of significant support from the local municipality or region.

Selection and Approval

Decisions about future large-scale postsecondary education capacity expansion projects will be made on the basis of a formal, transparent competitive process that will begin with a call for proposals directed to institutions. Consideration will be given to proposals for large-scale expansion of existing campuses (main or satellite campuses) and/or for the creation of new campuses.

Calls for proposals will be directed to publicly assisted postsecondary education institutions in Ontario. Eligibility to submit a proposal will, in general, be extended to all institutions; however, the government may decide to limit eligibility as appropriate, depending on current circumstances and evolving provincial priorities.

Municipalities interested in being considered as host locations for future major capacity expansion should work in collaboration with institutions that would be prepared to submit a proposal.

Priority will be given to proposals in regions that have been experiencing sustained population and postsecondary education demand growth, and that are underserved in terms of postsecondary education opportunities.

The timing of future calls for proposals, the number of projects selected for support, and the level and timing of funding will be determined by the provincial government and will reflect a range of considerations, including the fiscal environment.

When evaluating proposals, the ministry will consider a set of criteria in the following categories, consistent with its priorities for future capacity expansion (as outlined on page 6):

- Strategic management of long-term enrolment growth and accessibility
- Differentiation, sustainability, and accountability
- Economic impact
- Quality, innovation, and competitiveness (including institutional partnership options)
- Affordability for students and the province (including substantial support from host communities)

Over time, as circumstances change and priorities evolve, the ministry may articulate additional requirements for the competitive process. For details of general evaluation criteria, refer to Appendix C. Additional templates may be provided when a call for proposals is announced.

Once the proposals have been evaluated, the ministry will make recommendations to Cabinet for funding support for the selected proposals. When one or more proposals have been selected and approved for funding, bilateral agreements will be put in place between the institution(s) selected and the ministry.

Policy Implementation and Compliance

This policy framework will be effective immediately. Institutions are encouraged to submit their expansion plans for initial review as soon as possible.

If an initiative is determined to be outside the scope of this new approval and selection process, it will still be subject to other relevant ministry approval processes, including, but not limited to, program approval and capital funding processes. It will also have to be consistent with the terms of the Strategic Mandate Agreement established between the institution and the ministry.

Failure to comply with the requirements set out in this policy framework will affect provincial funding. Specifically, new or expanded enrolment at the location of the expansion will not be recognized for funding through the college or university operating grants, and the institution will not be eligible for provincial capital funding at the location. Failure to comply could also affect future capital decisions by the provincial government with respect to other locations.

Appendix A

Contact Information and Checklist for Institutions Considering Capacity Expansion

Institutions considering capacity expansion should direct a letter describing the project or initiative, along with a completed checklist (see below), to:

MCEsubmissions@ontario.ca

The following checklist will help the ministry determine whether the planned expansion will be subject to the new approval and selection process under the Major Capacity Expansion policy framework.¹

Please complete the checklist (copy and scan the completed form or create an e-file based on the template) and include it as an attachment to your communication to the ministry outlining your institution's planned capacity expansion project.

Please provide additional information as needed in the Comments section of the checklist.

1. A planned expansion that is deemed subject to the new selection and approval process is not to proceed unless approved by the province following a formal call for proposals. A planned expansion that is deemed outside the scope of the Major Capacity Expansion approval and selection process will still be subject to other relevant ministry approval processes, including, but not limited to, program approval and capital funding processes.

Checklist for Institutions Considering Capacity Expansion

| Checklist Items | Yes | No | Comments |
|---|--------------------------|--------------------------|----------|
| Size | | | |
| How many full-time students would this initiative accommodate, based on current plans? | | | |
| Is there potential for substantial longer-term enrolment growth? If yes, please provide a high-level estimate of potential enrolment. | <input type="checkbox"/> | <input type="checkbox"/> | |
| How much space (in sq. ft.) will be designated for academic purposes in the proposed facility (or expansion)? Would new facilities be owned or secured through long-term lease? | | | |
| What is the credential mix of programs associated with this proposed expansion? | | | |
| What programs would be made available? | | | |
| Consultation | | | |
| Have you consulted with other institutions that could be affected by this proposal? | <input type="checkbox"/> | <input type="checkbox"/> | |
| • Which institution(s) have you consulted? Are they supportive? | | | |
| Has your institution engaged its Board of Governors with respect to this proposal? Is the board supportive? | <input type="checkbox"/> | <input type="checkbox"/> | |
| Is your proposal supported by the local municipality/region in which it would be located? | <input type="checkbox"/> | <input type="checkbox"/> | |
| • Will third-party resources (municipalities, region, other) be available to support this initiative? What is the level of support expected? | | | |
| Location/Services | | | |
| Where would the new capacity be located? (municipality, region) | | | |
| • Is this a new location/community for your institution? | <input type="checkbox"/> | <input type="checkbox"/> | |
| If proposing expansion at a new location, is the location more than 10 km from existing campus(es)? | <input type="checkbox"/> | <input type="checkbox"/> | |
| Does the planned expansion include ancillary and student services? | <input type="checkbox"/> | <input type="checkbox"/> | |
| • Please provide a list of services to be offered | | | |

Notes

- This list is designed to provide information needed to determine whether a proposal will be deemed subject to the Major Capacity Expansion policy approval and selection process.
- Decisions will be made on a case-by-case basis. If additional information is needed, a representative of the Ministry of Training, Colleges and Universities will contact the institution. Please provide complete contact information, including name, position title, email address, and phone numbers.

Appendix B

An Outline of the Review and Approval Process for Planned Capacity Expansion Proposals

Chart 1 below outlines the steps in the assessment process that will be used to determine whether a planned capacity expansion will be deemed subject to the approval and selection process under the Major Capacity Expansion policy framework.

Chart 2 outlines the steps in the process of selecting initiatives for funding under the Major Capacity Expansion policy framework.

Chart 1: Initial Review – Is the Planned Expansion Subject to the Major Capacity Expansion Selection and Approval Process?

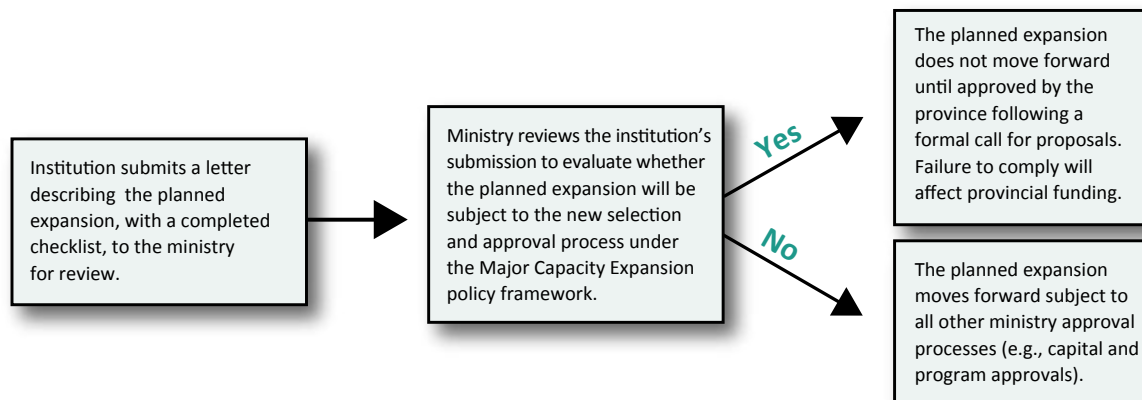
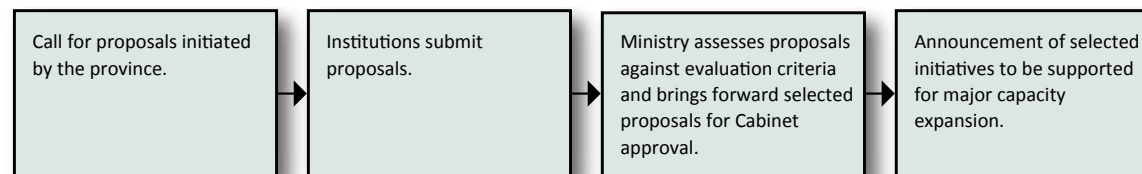


Chart 2: Selection/Approval Process for a Major Capacity Expansion Following a Call for Proposals.



Appendix C

General Evaluation Criteria for Major Capacity Expansion

| Category | Evaluation Criteria |
|---|---|
| Strategic management of long-term enrolment growth and accessibility | <ul style="list-style-type: none"> • Significant expansion of local postsecondary education opportunities for students in underserved areas with growing demand, based on long-term demographic trends • Alignment with provincial priorities, including Growth Plan priorities and economic development initiatives • Clear potential to add substantial new capacity and support future enrolment growth in the postsecondary education sector |
| Differentiation, sustainability, and accountability | <ul style="list-style-type: none"> • Alignment with the institution's Strategic Mandate Agreement and goals and priorities of the Differentiation Policy Framework • Impact on nearby institutions • Effective and sustainable governance model, including consideration of the impact of distance from the expansion location for administration and academic experience • Focus on undergraduate programs • Range of programs offered locally and avoidance of unwarranted duplication of existing programming |
| Economic impact | <ul style="list-style-type: none"> • Demonstrated Value for Money, including AFP options, where appropriate, and limits on provincial contributions • Tangible regional economic benefits, combined with potential for province-wide benefit, based on labour force skills and economic growth • Demonstrated local economic benefits, and linkages with local industries |
| Quality, innovation, and competitiveness | <ul style="list-style-type: none"> • Innovative service delivery • Institutional partnership options, including university-college collaboration • Postsecondary education quality and student experience (including ancillary and student services) |
| Affordability for students and the province | <ul style="list-style-type: none"> • Evidence of substantial support from host community, including financial contributions and land ownership • Economies of scale • Linkages with local transportation for commuting students • Potential for leveraging private sector resources • Evidence of consideration of alternatives to expansion proposal, based on existing capacity and potential partnerships • Proven financial health of institution, with asset management plan in place • Demonstrated labour market demand |

Note: These are the general criteria that will be used to guide the selection and approval of proposals submitted in response to a ministry call for proposals.

campus principles

York University in York Region will exemplify best practices to make it a university of the 21st century by:

1 Being the anchor of a vibrant new urban centre.

2 Being easily accessible to GTHA residents by multi-modal transit.

3 Supporting *The Big Move* through adherence to principles of transit oriented development.

4 Being a catalyst for private sector development.

5 Being a community engaged campus with strong local partners.

6 Capitalizing on access to the latest technology-enhanced learning.

7 Being a model of smart growth and sustainability.

8 Using public infrastructure efficiently.

9 Defining an identity through its physical presence in the urban centre.

10 Delivering professionally oriented programs to support the needs of York Region.