

Subject: 1 Quaker Road SNIP BTIG Application

Report to: Committee of the Whole

Report date: Thursday, July 3, 2025

Recommendations

1. That the City of Welland's application for Regional funding (SNIP BTIG Program) for 1 Quaker Road **BE APPROVED** in the amount of up to \$5 million based on the actual demonstrated costs for the remediation of excess material incurred no later than January 1, 2035.
2. That notice of decision **BE CIRCULATED** to the City of Welland.

Key Facts

- The purpose of this report is to seek Council direction regarding a City of Welland application for a matching \$40 million Regional grant through the SNIP "Property Rehabilitation and Revitalization Tax Increment Grant" (SNIP BTIG) for the proposed development at 1 Quaker Road in Welland, with payments beginning in approximately 2030 and ending in approximately 2056, subject to project timelines.
- The City of Welland has approved a \$40 million BTIG for this development. The requested combined total tax increment grant, if approved, from the City and the Region would total \$80 million. This amount is the highest BTIG request received.
- The project proposes an estimated 4,249 residential units over 18 phases. The project is not intending to include affordable housing as defined by the Province, nor attainable housing as defined by the Region's Attainable Housing Strategy.
- Staff recommend that Council deny the application for \$40 million and instead approve a capped Regional BTIG of up to \$5 million tied to the actual demonstrated cost of testing and potential remediation of excess material to the extent required. The Regional portion would be available until 2035 to provide timely support for any potential remediation required of the excess material and help launch the development to provide needed housing.
- The SNIP/BTIG, as approved by Council, is a matching program with Local CIP programs. Traditionally, the Region matches the grant duration, terms, and eligible costs outlined in Local CIPs. As funding requests from Area Municipalities are

received, the Region reviews and approves grant amounts at its discretion subject to compliance with the CIP, the core policy objectives of the SNIP BTIG, and budget availability. The City of Welland's 2018 Brownfield CIP, under which this grant is locally approved, indicates that regional funding is subject to approval of Regional Council or designate.

- While the general practice is to match local BTIG grants, the Region is not required to match and there is one instance in Welland where the Region did not match the requested grant.
- In addition to the City's \$40 million capped BTIG, the City also approved a Brownfield Tax Assistance Program (BTAP) for \$200,000 and an Environmental Studies Grant (ESG) for \$35,000 for this development.
- Total known remediation costs are estimated at \$181,062 and \$19,598 in study costs. The Welland BTAP and the ESG grants cover the extent of the known remediation costs for this property.
- The development site contains 2.3 million cubic meters of excess material of unknown quality that is required to leave the site prior to construction. The estimated cost to test and remove the excess material over the 18 phases is \$125.3 million. It is unknown whether remediation of excess material will be required as per the results of the testing.
- Removal of excess material is not specifically listed as an eligible cost in the City of Welland's BTIG program. However, the City has interpreted excess material removal as eligible under the program.
- Given the uncertainty about whether any further brownfield remediation work will be required on the site, the recommended parameters for the Regional grant are appropriate and consistent with the core policy objective of the Regional SNIP/BTIG which is to help level the financial playing field for brownfield vis-à-vis greenfield development.
- The allocation of assessment growth to the BTIG will reduce the amount of assessment growth available to the Region to fund other critical needs and necessary service demands that result from growth.

Financial Considerations

The purpose of having incentives is to enable the Region to exercise its discretion to leverage Regional funds to actualize a desired type of development that may not otherwise happen without public investment, in accordance with Council Policy.

Incentivization of development has a direct impact on the Region's budget. Incentives in the Niagara Region equate to approximately \$29 million in the 2025 budget. The funding of Regional incentives is typically addressed through annual budgetary cycles and applications from the local municipalities are approved subject to funding availability. The Region has committed a total estimated \$206 million in future TIG payments for approximately 158 projects to 2041.

The Region currently participates in two TIG programs: the SNIP TIG/BTIG and the Gateway CIP TIG. Tax increment grants are based on the difference, or increment, between pre-project taxes and post-project taxes on a development. Following project completion and reassessment, a portion of this tax increment is granted back to the developer, usually over a ten-year period. Most TIGs are approved by local municipalities through their Community Improvement Plans (CIPs). Once approved, municipalities can apply to the Region for matching funding for eligible projects.

The requested matching funding of \$40 million will impact the Region's financial position to fund growth related priorities. If the application for \$40 million were approved as is, the Region's grant would contribute to all 18 phases of the project, starting in 2030 and ending in approximately 2056 (Appendix 1). Since the 18 phases are occurring sequentially, the total grant amount would be divided across 18 BTIGs (one BTIG for each phase) with each BTIG having a different start date and up to 10-year term.

This is the largest BTIG requested of the Region surpassing the next highest BTIG for Dain City East for 8 million in the City of Welland (which was below the City of Welland's approved grant). As a result, there are significant financial considerations to approving this scale of Regional BTIG as approval is subject to funding availability. The Region has a total of \$29 million of budgeted commitments in 2025 through SNIP TIG/BTIG, Smart Growth, and the Niagara Region Incentive Policy programs. These programs create annual budgetary pressures that increase year over year.

The assessment growth that is directed to fund TIGs is intended to also fund growth related costs, capital investments, and strategic priorities of Council. The allocation of assessment growth to the BTIG will reduce the amount of assessment growth available to the Region to fund other critical needs and necessary service demands that result from growth. Less availability of assessment growth will impact the Region's capacity to fund competing priorities and put additional pressure on the levy.

Due to these reasons, and the analysis below, the recommendation to Council is to approve a capped BTIG of \$5 million based on the actual demonstrated costs for the remediation of excess material incurred no later than January 1, 2035. Any

demonstrated costs associated with the remediation are to be paid in full by 2040. For clarity, the remediation costs will be supported by documentation including invoices and will comprise reasonable costs incurred in carrying out Environmental Site Assessments, testing, excavation and disposal of contaminated material, in-situ treatment, groundwater remediation and containment measures.

This is a financially sustainable approach that ensures the BTIG goes towards the remediation of the site and assists with the development of the site into a complete community. In this way, current and future Councils will be in a stronger position to respond to current commitments and future priorities.

Analysis

Cleanup of Brownfield Sites is Important

Brownfields are lands which are contaminated due to former non-residential uses, such as industrial or commercial purposes. The transformation of brownfield sites is a sustainable best practice that sees efficient revitalisation of serviced urban land. Cleaning up brownfields takes advantage of the below grade infrastructure, roads, transit, utilities, and schools already there, and reducing the need to expand urban boundaries. For these reasons, municipalities offer brownfield programs to provide financial relief to developers who take on the burden of cleaning up contaminated sites.

The Region has been a leader in developing dedicated programs and funding to Area Municipalities for brownfield remediation. Council's decision to incentivize the remediation contributes positively to housing supply, employment, complete communities, and increased assessment and growth. By cleaning up brownfields, derelict lands can generate higher levels of taxation and municipal revenue and provide people with places to live, work, learn, and play.

Complementing the importance of redeveloping brownfields, is a financially sustainable grant model that allows municipalities to contribute to funding the cost of remediating sites affordably alongside other municipal service obligations and costs that must be met.

SNIP BTIG Promotes Financial Equity

Since 2003, the Region has participated in the funding of brownfield projects through the SNIP BTIG program to level the playing field between greenfield and brownfield development by helping to decrease financial barriers.

The SNIP BTIG program utilizes a matching funding approach with area municipalities through local CIPs.

To participate in the SNIP BTIG program, local municipalities must offer a brownfield tax increment grant through a CIP to apply for matching Regional funding. By matching, both levels of government divide the funding so that each can absorb the impact through their respective budgets while balancing the cost so that other budgetary priorities are adequately financed.

The Region has participated in funding brownfield projects through brownfield CIP programs in nine municipalities - Fort Erie, Niagara Falls, Port Colborne, St. Catharines, Thorold, Welland, Lincoln, Grimsby, and West Lincoln - each with distinct and differing program requirements, CIP boundaries, and eligible costs (See Appendix 4).

As approved by Council, the SNIP BTIG program is a matching program that does not have yearly caps and traditionally matches the eligibility criteria, grant percentage, and duration of the annual grant set as out in each local municipal brownfield CIP program. The Region is not obligated to match the local grant amount and is able to approve a lesser amount at its discretion. There has been at least one instance where the Region did not match the local contribution and instead capped the amount provided.

The Development

The proposed project is an 18-phased, master-planned community on land purchased by the developer from the City. The developer purchased the lands for 35 million in order to build an estimated 4,249 residential units with a mix of townhomes, stacked townhomes, mid-rise buildings, a public park, and 85,000 sq feet of commercial space (see Appendix 2). At the time of this report, the proposed housing mix does not include affordable housing options as defined by the Province, nor attainable housing options as defined by the Region's Attainable Housing Strategy.

The proposed project is located at 1 Quaker Road in the City of Welland. The BTIG application has identified a total amount of \$181,062 in remediation costs and \$19,598 for ESA costs associated with cleaning up the site for residential use. The site was not used for industrial or commercial uses; however, these lands are within the City of Welland's Brownfield CIP area and have excess material including soil from the construction of the Welland Canal and other public infrastructure projects.

The development site contains 2.3 million cubic meters of excess material of unknown quality that is required to leave the site prior to construction. The estimated cost to test

and remove the excess material over the 18 phases is \$125.3 million. It is unknown whether remediation of excess material will be required pending the results of future testing.

The project is currently in the Planning process with the City finalizing the development agreement with the developer.

Eligible costs for 1 Quaker Road BTIG and Regional Matching

Based on the information submitted by the City of Welland:

- The total cost of the project is estimated at \$1,799,090,340 (\$1.8 Billion).
- The total construction costs for the project are estimated at \$1,651,830,675 (1.6 billion)
- The total eligible costs for the BTIG as identified by the City of Welland's 2018 Brownfield CIP is \$125,544,963 (\$125.5 Million).

The City of Welland has identified the eligible costs for the BTIG as \$125,544,963, which is comprised of the cost of removing and testing excess soil (\$125,344,303) and limited known soil remediation (\$181,062 plus \$19,598 for remaining ESA costs). While the removal of excess material is not specifically listed as an eligible cost in the City of Welland's BTIG program, the City has interpreted excess material removal as eligible under the program as building construction costs.

On September 5, 2024, the City of Welland approved a \$40 million capped BTIG through their 2018 Brownfield CIP (Appendix 3). The City applied to the Region for a matching grant of \$40 million through the Regional SNIP BTIG program on December 18, 2024 (date executed agreement between Welland and the developer was submitted to Region). The agreement outlines the eligible costs, terms of the grant, and acknowledgement that the Region's matching contribution to the BTIG is contingent on its participation in the SNIP BTIG program and approval of its contribution. The City's \$40 million BTIG is approved and would not be impacted by Regional Council's decision on the Region's BTIG.

The combined total BTIG would be \$80 million to be paid back to the owner/developer over 18 phases until approximately 2056.

In addition to the City of Welland's \$40 million capped BTIG, the project has been approved for a Brownfield Tax Assistance Program (BTAP) for \$200,000 and an Environmental Studies Grant (ESG) for \$35,000, both, from the City of Welland. These grants cover the known remediation and study costs in the amounts of \$181,062 and \$19,598.

The Regional capped \$5 million SNIP BTIG

While the general practice is to match local BTIG grants, the Region is not required to match a grant provided by a local area municipality. In making a decision on any application, staff and Council are best guided by the underlying policy objective of the SNIP BTIG program as established in 2003, namely, that there should be a level playing field as between greenfield and brownfield developments to remove any obstacle for redevelopment of the latter. The goal is not to incentivize substantially greenfield/non brownfield developments beyond the incentives already provided to them by the market.

Given the uncertainty about whether any further brownfield remediation work will be required on the site, staff recommend a Regional BTIG of up to \$5 million for actual costs incurred for the testing and remediation of excess material to be reviewed by a Qualified Person upon receipt. This approach serves to provide relief to the developer to the extent required should further brownfield costs be encountered to remediate the soil on site, beyond the \$181,062 plus \$19,598 study costs. This aligns with the policy focus of the BTIG program as approved by Council to focus on remediating brownfields, recognizing that currently the only known brownfield remediation costs are \$181,062 plus \$19,598 which have already been covered by the City's BTAP and ESG grants. This approach is also recommended as it will decrease the length of commitment to the development by future councils (approximately 7 council terms) and thereby enhance the financial flexibility of councils to respond to priorities – known and unknown, responsive to Council's direction that staff ensure taxpayer affordability and sustainability is prioritized.

Approval of the City's funding request for a capped Regional BTIG at \$40 million is not recommended as it will amount to a significant departure from the policy foundation of this BTIG program by recognizing costs that are not tied to brownfield remediation. From a financial standpoint it will also limit the Region's budget flexibility and its capacity to respond to competing priorities over multiple terms of Council. Supporting the project in this way will help to address housing needs while ensuring fiscal responsibility so that future councils are in a strong financial position to support growth related funding priorities.

Alternatives Reviewed

As stated in the CIP, TIGs are subject to Regional approval and Council is not obligated to match the City's \$40 million grant. Council can choose to approve an alternative capped grant amount. The alternatives presented below are not recommended by staff.

Alternative 1

Council can approve a capped Regional BTIG in the amount of \$5 million without conditions related to demonstrated remediation costs.

Alternative 2

Council can approve the City's request for a capped BTIG amount of \$40 million.

Alternative 3

Council can determine a different BTIG capped amount with or without conditions related to demonstrated remediation costs.

Relationship to Council Strategic Priorities

The proposed report is directly related to Council's Strategic Priority of an Effective Region and advances Objective 1.1 "Implement continuous improvement and modernized processes to ensure value-for-money in regional services and programs".

The report is also related to the creation of a Green and Resilient Region through Objective 2.2 "Partner with the Local Area Municipalities and community organizations to advance climate change and resilience in the Region".

The report also relates to an Equitable Region Objective 3.2 "Support growth and development post Bill 53"; and 3.3 "Improve access to affordable and attainable housing".

The continued process towards modernization, pursuit of effectiveness and value-for-money in the Region's incentive programs advances the duty of fiscal responsibility, and fiscal sustainability, transparency, and accountability. The cleaning up of brownfield land for housing is a green strategy that optimizes land use and infrastructure while protecting natural and rural areas. This is balanced with the goal of attracting development and ensuring that Niagara can be a home by contributing to housing.

Other Pertinent Reports

[PDS 31-2021 Niagara Region Incentives Policy](#)

(<https://pub-niagararegion.escribemeetings.com/Meeting.aspx?Id=57da1d2d-c54e-4133-930c-2b8220245489&Agenda=Merged&lang=English&Item=11&Tab=attachments>)

[PDS 3-2022 Regional Transitional Incentive Timeline](#)

(<https://pub-niagararegion.escribemeetings.com/Meeting.aspx?Id=e9194656-4525-4c9a-89f3-e8957b331b4d&Agenda=Merged&lang=English&Item=35&Tab=attachments>)

[PDS 26-2024 Niagara Region Incentive Policy Review](#)

(<https://pub-niagararegion.escribemeetings.com/Meeting.aspx?Id=995ba6de-d258-4a19-b96f-e06f653a9484&Agenda=Merged&lang=English&Item=13&Tab=attachments>)

[PDS-C 27-2024 Smarter Niagara Incentive Program and Smart Growth Program Expiry Background](#)

(<https://pub-niagararegion.escribemeetings.com/Meeting.aspx?Id=995ba6de-d258-4a19-b96f-e06f653a9484&Agenda=Merged&lang=English&Item=14&Tab=attachments>)

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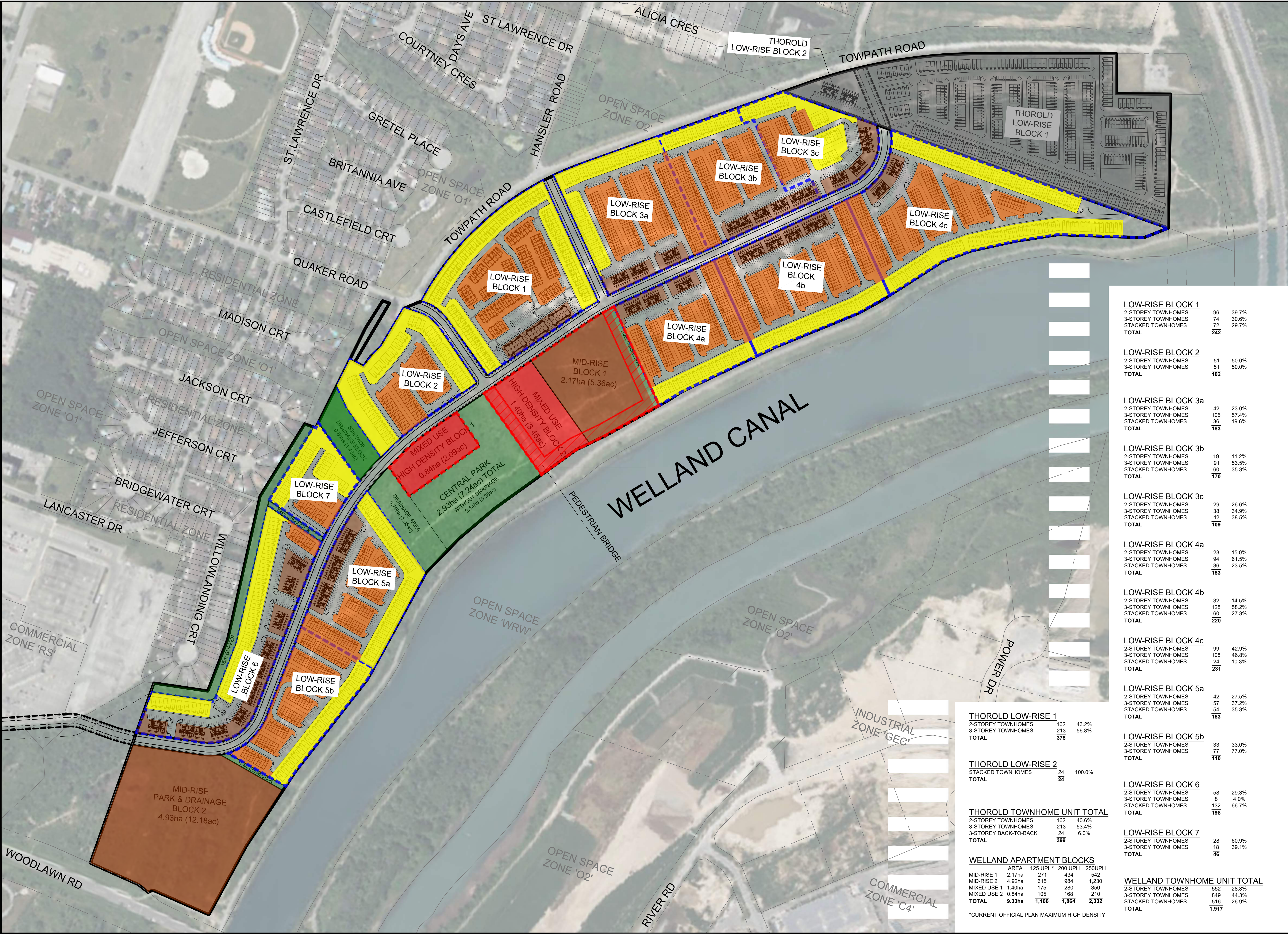
This report was prepared in consultation with Beth Brens, Associate Director of Budget Planning and Strategy, Donna Gibbs, Director of Legal Court Services, Roman Ivanov, Legal Counsel, Khaldoon Ahmad, Manager of Urban Design, Diana Morreale, Director of Growth Management and Planning, Terry Ricketts, Commissioner of Public Works, Michelle Sergi, Deputy CAO, and reviewed by Susan White, Program Financial Specialist.

Appendices

Appendix 1	Phasing Map
Appendix 2	Details of the proposed development
Appendix 3	City of Welland Memo Approval
Appendix 4	Eligible costs for municipal brownfield tax increment grant programs

PDS 10-2025
Appendix 1





LEGAL DESCRIPTION



LEGEND

- 16ft TOWNHOME UNITS
- 20ft TOWNHOME UNITS
- STACKED TOWNHOME UNITS
- MID-RISE RESIDENTIAL
- HIGH DENSITY MIXED USE
- PARK BLOCK
- DRAINAGE BLOCK
- CONDOMINIUM BLOCK BOUNDARY
- DOWNTOWN BOUNDARY
- WOONERF

REVISIONS

REV.	DESCRIPTION	DATE	INIT.
K	DISCUSSION	2-APR-2024	JS
J	DISCUSSION	18-DEC-2023	JS
I	DISCUSSION	24-OCT-2023	JS
H	DISCUSSION	5-OCT-2023	JS
G	DISCUSSION	14-SEP-2023	JS
F	DISCUSSION	18-AUG-2023	JS
E	REVIEW	17-MAY-2023	JW
D	REVIEW	21-APR-2023	JW
C	REVIEW	19-APR-2023	JW
B	REVIEW	11-APR-2023	JW
A	REVIEW	14-MAR-2023	JW

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310 LIMERIDGE ROAD WEST, SUITE 6 P 905-574-1993
HAMILTON ONTARIO, L9C 2V2 F 905-527-9559

PROJECT TITLE

1 QUAKER ROAD

WELLAND, ONTARIO

DRAWING TITLE

CONCEPTUAL SITE PLAN

DRAWN BY JW

DESIGNED BY JW

PRINT DATE 02-APR-2024

PROJECT NUMBER

REVISION K

DRAWING NUMBER

SCALE 1:2500

CSP1-1

LOW-RISE BLOCK 1

2-STORY TOWNHOMES	96	39.7%
3-STORY TOWNHOMES	74	30.6%
STACKED TOWNHOMES	72	29.7%
TOTAL	242	

LOW-RISE BLOCK 2

2-STORY TOWNHOMES	51	50.0%
3-STORY TOWNHOMES	51	50.0%
TOTAL	102	

LOW-RISE BLOCK 3a

2-STORY TOWNHOMES	42	23.0%
3-STORY TOWNHOMES	105	57.4%
STACKED TOWNHOMES	36	19.6%
TOTAL	183	

LOW-RISE BLOCK 3b

2-STORY TOWNHOMES	19	11.2%
3-STORY TOWNHOMES	91	53.5%
STACKED TOWNHOMES	60	35.3%
TOTAL	170	

LOW-RISE BLOCK 3c

2-STORY TOWNHOMES	29	26.6%
3-STORY TOWNHOMES	38	34.9%
STACKED TOWNHOMES	42	38.5%
TOTAL	109	

LOW-RISE BLOCK 4a

2-STORY TOWNHOMES	23	15.0%
3-STORY TOWNHOMES	94	61.5%
STACKED TOWNHOMES	36	23.5%
TOTAL	153	

LOW-RISE BLOCK 4b

2-STORY TOWNHOMES	32	14.5%
3-STORY TOWNHOMES	128	58.2%
STACKED TOWNHOMES	60	27.3%
TOTAL	220	

LOW-RISE BLOCK 4c

2-STORY TOWNHOMES	99	42.9%
3-STORY TOWNHOMES	108	46.8%
STACKED TOWNHOMES	24	10.3%
TOTAL	231	

LOW-RISE BLOCK 5a

2-STORY TOWNHOMES	42	27.5%
3-STORY TOWNHOMES	57	37.2%
STACKED TOWNHOMES	54	35.3%
TOTAL	153	

LOW-RISE BLOCK 5b

2-STORY TOWNHOMES	33	33.0%
3-STORY TOWNHOMES	77	77.0%
TOTAL	110	

LOW-RISE BLOCK 6

2-STORY TOWNHOMES	58	29.3%
3-STORY TOWNHOMES	8	4.0%
STACKED TOWNHOMES	132	66.7%
TOTAL	198	

LOW-RISE BLOCK 7

2-STORY TOWNHOMES	28	60.9%
3-STORY TOWNHOMES	18	39.1%
TOTAL	46	

THOROLD LOW-RISE 1

2-STORY TOWNHOMES	162	43.2%
3-STORY TOWNHOMES	213	56.8%
TOTAL	375	

THOROLD LOW-RISE 2

STACKED TOWNHOMES	24	100.0%
TOTAL	24	

THOROLD TOWNHOME UNIT TOTAL

2-STORY TOWNHOMES	162	40.6%
3-STORY TOWNHOMES	213	53.4%
3-STORY BACK-TO-BACK	24	6.0%
TOTAL	399	

WELLAND APARTMENT BLOCKS

	AREA	125 UPH*	200 UPH	250 UPH
MID-RISE 1	2.17ha	271	434	542
MID-RISE 2	4.92ha	615	984	1,230
MIXED USE 1	1.40ha	175	280	350
MIXED USE 2	0.84ha	105	168	210
TOTAL	9.33ha	1,166	1,864	2,332

*CURRENT OFFICIAL PLAN MAXIMUM HIGH DENSITY

WELLAND TOWNHOME UNIT TOTAL

2-STORY TOWNHOMES	552	28.8%
3-STORY TOWNHOMES	849	44.3%
STACKED TOWNHOMES	516	26.9%
TOTAL	1,917	

ATTACHMENT 9**UNIT COUNT BY BLOCK**

Part (on 59R-17994)	Block Designation	Planning Applications Required	Anticipated Yield
All lands within City of Welland		Draft Plan of Subdivision (submitted)	
Parts 18 & 20	Low Rise Block 1	Site Plan Approval Plan of Condominium	2-storey townhomes x 96 3-storey townhomes x 74 Stacked townhomes x 72
Part 22	Low Rise Block 2	Site Plan Approval Plan of Condominium	2-storey townhomes x 51 3-storey townhomes x 51
Part 5	Mixed Use Block 1	Site Plan Approval Plan of Condominium	Up to 210 apartment units Up to 20,000 sq.ft commercial
Part 7	Mixed Use Block 2	Site Plan Approval Plan of Condominium	Up to 350 apartment units Up to 25,000 sq.ft commercial
Part 8	Mid Rise Block 1	Site Plan Approval Plan of Condominium	Up to 542 apartment units
Part 9	Low Rise Block 4a	Site Plan Approval Plan of Condominium	2-storey townhomes x 23 3-storey townhomes x 94 Stacked townhomes x 36
Parts 10 & 11	Low Rise Block 4b	Site Plan Approval Plan of Condominium	2-storey townhomes x 32 3-storey townhomes x 128 Stacked townhomes x 60
Parts 12 & 13	Low Rise Block 4c	Site Plan Approval Plan of Condominium	2-storey townhomes x 99 3-storey townhomes x 108 Stacked townhomes x 24
Part 14	Low Rise Block 3c	Site Plan Approval Plan of Condominium	2-storey townhomes x 29 3-storey townhomes x 38 Stacked townhomes x 42
Part 15	Low Rise Block 3b	Site Plan Approval Plan of Condominium	2-storey townhomes x 19 3-storey townhomes x 91 Stacked townhomes x 60
Part 16	Low Rise Block 3a	Site Plan Approval Plan of Condominium	2-storey townhomes x 42 3-storey townhomes x 105 Stacked townhomes x 36
Part 3	Low Rise Block 5a	Site Plan Approval Plan of Condominium	2-storey townhomes x 42 3-storey townhomes x 57 Stacked townhomes x 54
Part 2	Low Rise Block 5b	Site Plan Approval Plan of Condominium	2-storey townhomes x 33 3-storey townhomes x 77
Part 1	Mid Rise Block 2, Park Block, Drainage Block	Site Plan Approval Plan of Condominium	Up to 1230 apartment units, park block, drainage block
Part 24	Low Rise Block 7	Site Plan Approval Plan of Condominium	2-storey townhomes x 28 3-storey townhomes x 18
Part 25	Low Rise Block 6	Site Plan Approval Plan of Condominium	2-storey townhomes x 58 3-storey townhomes x 8 Stacked townhomes x 132

CONSTRUCTION COST ESTIMATE

Unit Type	Est. Sq.Ft	Number of Units	Cost per Sq.ft***	Total Sq.Ft*	Estimated Cost
2-Storey TH	1,600	552	\$ 227.50	883,200	\$ 200,928,000
3-Storey TH	1,400	849	\$ 257.50	1,188,600	\$ 306,064,500
Stacked TH	800	516	\$ 257.50	412,800	\$ 106,296,000
Apartment	650	2,332	\$ 337.50	2,021,067	\$ 682,110,000
Commercial	45,000	1	\$ 337.50	45,000	\$ 15,187,500
U'ground parking**	804,540	1	\$ 237.50	804,540	\$ 191,078,250
SUBTOTAL					\$ 1,501,664,250
Contingency				10%	\$ 150,166,425
TOTAL					\$ 1,651,830,675

*Apartment Total Sq.Ft assumes 75% efficiency for building

**U'ground parking assumes 75% of required apartment parking will be underground @ 400 sq.ft/stall

***Cost per Sq.Ft as per Altus Group 2024 Canadian Cost Guide, GTA, midpoint of range



Planning and Development Services

Planning Division
905-735-1700 x2251
devserv@welland.ca

MEMORANDUM
MEMORANDUM

Planning and Development Services
Planning Division

TO: File No. BROWN 2024-03

FROM: Gregory Lipinski, Policy Planner

DATE: September 5th, 2024

SUBJECT: Compliance with General and Program Specific Requirements for
Delegated Council Authority – Brownfield CIP Incentive Programs
Tax Assistance Program; Tax Increment Grant Program
1 Quaker Road (Lock and Quay)

APPLICATION DETAILS – all dollar/grant amounts exclude HST.

PROJECT DESCRIPTION

The project consists of a master-planned, multi-phased community that will seek approximately 4,249 residential units. This will be built through a mix of two-storey and three-storey townhomes, stacked townhomes, and mid-rise apartment buildings. Near the center of the site will be a new central park, along with a pedestrian bridge that will connect this new community to Merrit Island.

The development does include 45,000 square feet of commercial space; however, this was not included in the post-development assessment value (AV) as it represents less than 1% of the total project construction cost, providing only a nominal impact on the total post-development AV. The development is intended to be built over the course of 18 phases.

TAX INCREMENT GRANT (TIG) PROGRAM

- Total cost estimates (excluding HST) for:
 - Construction – (contractor to be determined) \$1,651,830,675
 - Excess Soil Management and associated costs \$125,344,303.00
 - Infrastructure and Services Costs - \$21,714,701.50
 - Remediation Costs \$181,062.50
- Maximum City portion of the TIG over Agreement Term at 80% is **\$40,000,000.00**.
- Maximum Region portion of the TIG over Agreement Term at 80% is **\$40,000,000.00**.
- TIG is to be administered in 18 Phases per the proposal.
 - Each phase is to be capped based on a proportion of the Maximum Grant Amount or Eligible Costs (to be determined at the time of execution of the agreement). See Maximum CAP Spreadsheet below)
 - Proportion of maximum grant is based off the Land Area of each part of Reference Plan 59R17994 or the number of proposed units per each phase (to be determined at the time of execution of the agreement). See maximum cap spreadsheet below.
- **TIG Agreement expires in April 1, 2050 (at the latest)**
- Niagara Region must confirm their participation in the TIG.

TAX ASSISTANCE PROGRAM (TAP)

- Total of lowest cost estimates for:
 - Remedial Site Work – Soil-Mat Engineers & Consultants LDT. - \$181,062.50 plus \$19,598.00 for remaining ESA costs..
- The estimated City portion of Tax Assistance (cancellation) starting in 2025 for 3 years is **\$200,660.50** based on the maximum eligible costs of the TAP.
- Niagara Region no longer participates in the TAP.
- See attached spreadsheet with Tax Assistance estimates for City.

APPLICATION COMPLIANCE WITH PROGRAM SPECIFIC REQUIREMENTS

REQUIREMENTS	RESPONSE
Subject property is within the CIP Area	Yes
Complete application received	Yes
Written confirmation from Owner	Yes
Work has not commenced prior to City Approval	Correct

Application has been reviewed against program specific eligibility requirements:	The Supplemental Phase Two ESA and Remedial Action Plan outlined how the site was used for soil dumping during the construction of the Welland Canal and subsequent projects, resulting in a large quantity of unknown soil quality over a long period of time. As much as 2.36 million cubic metres of soil fill will have to be removed off-site. Excess Soil testing are confirmed to be an eligible costs as per project meeting with City on July 19, 2022.
Proposal complies with Zoning By-law	Correct, and the applicant will be submitting an application for Part Lot Control, followed by a Plan of Condominium and Site Plan for each of the blocks.
No duplication of program grants	Correct
Property taxes are in good standing	N/A
Proposed grant is within budget allocations	Yes, a portion of collected taxes resulting from the completion of this project will be set aside for funding. Program Fund.
Grant Agreement to be executed by Applicant	Yes.
Is a Record of Site Condition required for the proposed development, as to meet Brownfield CIP guidelines?	Yes.

Staff Recommendation

Per By-law 2016-104, this application complies with the Brownfield Tax Assistance and Tax Increment Grant program-specific requirements and has been approved.



Grant Munday
Director of Planning and Development Services

TIG Maximums

Phase	Part of Reference Plan	Percent age of Area (%)	Area (Ha)	Maximum Eligible Grant (Based Parcel Area)	City Portion	Region Portion	Total Number of Dwellings	Percentage of Number of Dwellings	Maximum Eligible Grant (Based on proportion of Dwellings per Phase)	City Portion	Region Portion	Total non-capped	Municipal Amount if not Capped	Regional Amount if not Capped
1	1	10.70%	5.025	\$ 80,000,000.00	\$ 38,800,000.000	\$ 41,200,000.000	1230	28.95%	\$23,158,390.21	\$11,231,819.25	\$11,926,570.96	\$45,783,338.53	\$22,214,526.37	\$23,568,812.16
2	2	5.05%	2.369	\$ 160,000,000.00	\$ 77,600,000.000	\$ 82,400,000.000	110	2.59%	\$2,071,075.55	\$1,004,471.64	\$1,066,603.91	\$4,544,514.34	\$2,205,684.70	\$2,338,829.64
3	3	6.13%	2.88	\$ 240,000,000.00	\$ 116,400,000.000	\$ 123,600,000.000	153	3.60%	\$2,880,677.81	\$1,397,128.74	\$1,483,549.07	\$5,944,729.71	\$2,885,280.66	\$3,059,449.04
4	5	1.81%	0.848	\$ 400,000,000.00	\$ 194,000,000.000	\$ 206,000,000.000	210	4.94%	\$3,953,871.50	\$1,917,627.68	\$2,036,243.82	\$7,829,766.89	\$3,805,860.66	\$4,023,906.23
5	7	2.99%	1.404	\$ 560,000,000.00	\$ 271,600,000.000	\$ 288,400,000.000	350	8.24%	\$6,589,785.83	\$3,196,046.13	\$3,393,739.70	\$13,049,421.95	\$6,342,946.65	\$6,706,475.30
6	8	4.93%	2.314	\$ 640,000,000.00	\$ 310,400,000.000	\$ 329,600,000.000	542	12.76%	\$10,204,754.06	\$4,949,305.72	\$5,255,448.34	\$20,174,925.83	\$9,788,944.31	\$10,385,981.52
7	9	6.07%	2.852	\$ 720,000,000.00	\$ 349,200,000.000	\$ 370,800,000.000	153	3.60%	\$2,880,677.81	\$1,397,128.74	\$1,483,549.07	\$6,029,627.16	\$2,926,485.73	\$3,103,141.43
8	10	4.13%	1.938	\$ 800,000,000.00	\$ 388,000,000.000	\$ 412,000,000.000	110	2.59%	\$2,071,075.55	\$1,004,471.64	\$1,066,603.91	\$8,492,444.41	\$4,116,925.87	\$4,375,518.55
9	11	3.97%	1.864	\$ 880,000,000.00	\$ 426,800,000.000	\$ 453,200,000.000	110	2.59%	\$2,071,075.55	\$1,004,471.64	\$1,066,603.91			
10	12	3.55%	1.666	\$ 960,000,000.00	\$ 465,600,000.000	\$ 494,400,000.000	116	2.73%	\$2,184,043.30	\$1,059,261.00	\$1,124,782.30	\$9,292,750.49	\$4,503,318.94	\$4,789,431.56
11	13	7.92%	3.719	\$ 1,040,000,000.00	\$ 504,400,000.000	\$ 535,600,000.000	115	2.71%	\$2,165,215.34	\$1,050,129.44	\$1,115,085.90			
12	14	3.80%	1.786	\$ 1,120,000,000.00	\$ 543,200,000.000	\$ 576,800,000.000	109	2.57%	\$2,052,247.59	\$995,340.08	\$1,056,907.51	\$4,201,259.64	\$2,039,085.67	\$2,162,173.96
13	15	7.04%	3.307	\$ 1,200,000,000.00	\$ 582,000,000.000	\$ 618,000,000.000	170	4.00%	\$3,200,753.12	\$1,552,365.26	\$1,648,387.86	\$6,464,527.97	\$3,133,311.29	\$3,331,216.68
14	16	7.32%	3.439	\$ 1,280,000,000.00	\$ 620,800,000.000	\$ 659,200,000.000	183	4.31%	\$3,445,516.59	\$1,671,075.55	\$1,774,441.04	\$7,183,458.45	\$3,482,075.14	\$3,701,383.31
15	20	9.09%	4.269	\$ 1,600,000,000.00	\$ 776,000,000.000	\$ 824,000,000.000	102	2.40%	\$1,920,451.87	\$931,419.16	\$989,032.71	\$9,407,010.06	\$4,560,210.51	\$4,846,799.55
16	22	5.56%	2.609	\$ 1,760,000,000.00	\$ 853,600,000.000	\$ 906,400,000.000	242	5.70%	\$4,556,366.20	\$2,209,837.61	\$2,346,528.59	\$3,850,983.16	\$1,865,722.51	\$1,985,260.65
17	24	2.92%	1.366	\$ 1,920,000,000.00	\$ 931,200,000.000	\$ 988,800,000.000	46	1.08%	\$866,086.14	\$420,051.78	\$446,034.36	\$1,897,598.89	\$919,244.40	\$978,354.49
18	25	7.02%	3.298	\$ 2,000,000,000.00	\$ 970,000,000.000	\$ 1,030,000,000.000	198	4.66%	\$3,727,935.98	\$1,808,048.95	\$1,919,887.03	\$7,179,347.02	\$3,480,261.03	\$3,699,085.99
Total		100%	46.953	\$80,000,000	\$ 8,419,600,000.000	\$ 8,940,400,000.000	4249	100.00%	\$80,000,000.00	\$38,800,000.00	\$41,200,000.00	\$161,325,704.51	\$78,269,884.44	\$83,055,820.07

PHASE	BLOCK		DEV. DETAILS	UNITS	UNIT %	PART	59R-17994 AREA (HA)	PRE PROJECT ASS	POST PROJECT ASS.
Phase 1	Block 2	Mid-rise park & Drainage	Maximum units	1,230		Part 1	5.025	\$ 1,297,202.71	\$ 346,450,000.00
Phase 2	Block 5b	Low-rise	2-storey TH	33	30.0%	Part 2	2.369	\$ 611,556.86	\$ 10,439,000.00
			3-storey TH	77	70.0%				\$ 23,356,666.67
			total	110					\$ 33,795,666.67
Phase 3	Block 5a	Low-rise	2-storey TH	42	27.5%	Part 3	2.88	\$ 743,471.41	\$ 13,286,000.00
			3-storey TH	57	37.3%				\$ 17,290,000.00
			Stacked TH	54	35.3%				\$ 13,689,000.00
			total	153					\$ 44,265,000.00
Phase 4	Block 1	Mixed-use High Density	Max. res. Units Comm: 20,000 sq.ft	210	N/A	Part 5	0.848	\$ 218,911.03	\$ 59,150,000.00
Phase 5	Block 2	Mixed-use High Density	Max. res. Units Comm. 25,000 sq.ft	350	N/A	Part 7	1.404	\$ 362,442.31	\$ 98,583,333.33
Phase 6	Block 1	Mid-rise	Maximum units	542	N/A	Part 8	2.314	\$ 597,358.62	\$ 152,663,333.33
Phase 7	Block 4a	Low-rise	2-storey TH	23	15.0%	Part 9	2.852	\$ 736,243.21	\$ 7,275,666.67
			3-storey TH	94	61.4%				\$ 28,513,333.33
			Stacked TH	36	23.5%				\$ 9,126,000.00
			total	153					\$ 44,915,000.00
Phase 8 & Phase 9	Block 4b	Low-rise	2-storey TH	32	14.5%	Part 10	1.938	\$ 500,294.30	\$ 10,122,666.67
			3-storey TH	128	58.2%	Part 11	1.864	\$ 481,191.22	\$ 38,826,666.67
			Stacked TH	60	27.3%			\$ 981,485.52	\$ 15,210,000.00
			total	220					\$ 64,159,333.33
Phase 10 & Phase 11	Block 4c	Low-rise	2-storey TH	99	42.9%	Part 12	1.666	\$ 430,077.56	\$ 31,317,000.00
			3-storey TH	108	46.8%	Part 13	3.719	\$ 960,059.08	\$ 32,760,000.00
			Stacked TH	24	10.4%			\$ 1,390,136.64	\$ 6,084,000.00
			total	231					\$ 70,161,000.00
Phase 12	Block 3c	Low-rise	2-storey TH	29	26.6%	Part 14	1.786	\$ 461,055.53	\$ 9,173,666.67
			3-storey TH	38	34.9%				\$ 11,526,666.67
			Stacked TH	42	38.5%				\$ 10,647,000.00
			total	109					\$ 31,347,333.33
Phase 13	Block 3b	Low-rise	2-storey TH	19	11.2%	Part 15	3.307	\$ 853,701.37	\$ 6,010,333.33
			3-storey TH	91	53.5%				\$ 27,603,333.33
			Stacked TH	60	35.3%				\$ 15,210,000.00
			total	170					\$ 48,823,666.67
Phase 14	Block 3a	Low-rise	2-storey TH	42	23.0%	Part 16	3.439	\$ 887,777.14	\$ 13,286,000.00
			3-storey TH	105	57.4%				\$ 31,850,000.00
			Stacked TH	36	19.7%				\$ 9,126,000.00
			total	183					\$ 54,262,000.00
Phase 15	Block 1	Low-rise	2-storey TH	96	39.7%	Part 20	4.269	\$ 1,102,041.47	\$ 30,368,000.00
			3-storey TH	74	30.6%				\$ 22,446,666.67
			Stacked TH	72	29.8%				\$ 18,252,000.00
			total	242					\$ 71,066,666.67
Phase 16	Block 2	Low-rise	2-storey TH	51	50.0%	Part 22	2.609	\$ 673,512.81	\$ 16,133,000.00
			3--storey TH	51	50.0%				\$ 12,928,500.00
			total	102					\$ 29,061,500.00
Phase 17	Block 7	Low-rise	2-storey TH	28	60.9%	Part 24	1.366	\$ 352,632.62	\$ 8,857,333.33
			3-storey TH	18	39.1%				\$ 5,460,000.00
			total	46					\$ 14,317,333.33
Phase 18	Block 6	Low-rise	2-storey TH	58	29.3%	Part 25	3.298	\$ 851,378.02	\$ 18,347,333.33
			3-storey TH	8	4.0%				\$ 2,426,666.67
			Stacked TH	132	66.7%				\$ 33,462,000.00
			total	198					\$ 54,236,000.00
Developable Hectares							46.953	\$ 14,492,529.43	\$ 1,217,257,166.67

Estimated Pre-Development 2016 AV

Purchase Price:	\$ 35,000,000.00
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Estimated Pre-Development 2016 AV:	$\$35,000,000.00 / 2.10 =$	\$ 16,666,667.00
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cost per hectare -	\$	258,149.79
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Estimated Post-Development 2016 AV

\$ 1,219,798,667.00

Eligible Costs

\$ 19,598.00

\$ 181,062.50

\$ 125,344,303.00

\$ 125,544,963.50

Appendix 4: Brownfield Tax Increment Grant – Types of Eligible Costs

Municipality	Program	Eligible Cost
Fort Erie	Brownfield Rehabilitation Grant Program	<ul style="list-style-type: none"> • Phase II ESAs, Designated Substances and Hazardous Materials Surveys, Remedial Work Plans, and Risk Assessment not disbursed by the Environmental Site Assessment Grant Program or the Brownfields TAP; • environmental remediation, including the costs of preparing a RSC, not disbursed by the Brownfields TAP; • placing clean fill and grading not disbursed by the Brownfields TAP; • installing environmental and/or engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment, not disbursed by the Brownfields TAP; • monitoring, maintaining and operating environmental and engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment, not disbursed by the Brownfields TAP; • environmental insurance premiums not disbursed by the Brownfields TAP; • the following Leadership in Energy and Environmental Design (LEED) Program Components: <ul style="list-style-type: none"> i) base plan review by a certified LEED consultant; ii) preparing new working drawings to the LEED standard; iii) submitting and administering the constructed element testing and certification used to determine the LEED designation; iv) increase in material/construction cost of LEED components over standard building code requirements to a maximum of 15% of total construction costs; h) demolishing buildings (excluding permit fees); i) building rehabilitation and retrofitting works (excluding permit fees); j) upgrading on-site infrastructure, including water services, sanitary sewers and stormwater management facilities; k) constructing/upgrading off-site infrastructure including roads, water services, sanitary sewers, stormwater management facilities, electrical and gas utilities, where this is required to permit remediation, rehabilitation and/or adaptive reuse of the property that is subject of the application.

Municipality	Program	Eligible Cost
Lincoln	Revitalization Grant Program	<ul style="list-style-type: none">• Phase I Environmental Site Assessment (ESA) in accordance with O. Reg. 153/04 of the Environmental Protection Act;• Phase II ESA in accordance with O. Reg. 153/04 of the Environmental Protection Act;• Environmental Remediation Work in accordance with O. Reg 153/04 including:<ul style="list-style-type: none">• Remedial Action Plan/Remedial Work Plan as defined by O. Reg 153/04;• Risk Assessment (RA) as defined by O. Reg. 153/04;• Environmental rehabilitation;• Risk Mitigation Measures (RMMs);• Disposal of contaminated soil;• Placing of clean fill and grading; and• Indirect remediation costs including insurance premiums, assessment estimates, preparation of Record of Site Condition and Certificate of Property Use, and Archaeological Assessment.

Municipality	Program	Eligible Cost
Niagara Falls	Rehabilitation Grant Program	<ul style="list-style-type: none">• Phase II ESAs, Remedial Work Plans, and Risk Assessment/Risk Management Plans not covered by the Environmental Study Grant Program or the Tax Assistance Program;• environmental remediation, including the costs of preparing a RSC, not covered by the Tax Assistance Program;• placing clean fill and grading not covered by the Tax Assistance Program;• installing environmental and/or engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment/Risk Management Plan, not covered by the Tax Assistance Program;• monitoring, maintaining and operating environmental and engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment/Risk Management Plan, not covered by the Tax Assistance Program;• environmental insurance premiums not covered by the Tax Assistance Program;• demolishing buildings;• building rehabilitation and retrofitting works;• upgrading on-site infrastructure, including on-site water services, sanitary sewers and stormwater management facilities;• constructing/upgrading off-site infrastructure, including roads, water services, sanitary sewers, stormwater management facilities, electrical and gas utilities, where this is required to permit remediation, rehabilitation and/or adaptive reuse of the property that is subject of the application.

Municipality	Program	Eligible Cost
Port Colborne	Brownfield TIG Program	<ul style="list-style-type: none">• Phase II ESA, Designated Substances and Hazardous Materials Survey, Remedial Work Plan, Risk Assessment /Risk Management Plan, not disbursed by the ESA Grant Program or the Brownfield TAP;• environmental remediation, including the costs of preparing a RSC, not disbursed by the Brownfield TAP;• placing, compacting and grading of clean fill required to replace contaminated soils/fill disposed of off-site not disbursed by the Brownfield TAP;• installing, monitoring, maintaining and operating environmental and/or engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment and/or CPU, not disbursed by the Brownfield TAP;• testing of on-site excess soils for potential reuse, but shall not include the excavation, management, transportation or disposal of such soil, except where the soil is found to be contaminated;• environmental insurance premiums not disbursed by the Brownfield TAP;• demolishing buildings (excluding permit fees);• building rehabilitation and retrofit works (excluding permit fees); and,• upgrading on-site infrastructure including water services, sanitary sewers and stormwater management facilities.

Municipality	Program	Eligible Cost
St. Catharines	Brownfield Tax Increment Finance Program	<ul style="list-style-type: none"> • demolition of buildings and structures, removal and disposal of materials and debris, abandoned infrastructure; general improvements for structural safety to satisfy property standards and minimum requirements of the Ontario Building Code; • lot preparation, construction/improvement/relocation of services, including but not limited to water service, sanitary/ storm sewers, roads, curbs, gutters, catchbasins, lighting, hydro, gas and communication services; construction of sound barriers, gas migration trenches; • capital expenditures for new building construction, and renovation, reuse, rehabilitation, alteration and expansion of existing buildings to be retained on site; • streetscaping, landscaping improvements, public realm improvements, sustainable development initiatives; • Municipal Property Assessment Corporation (MPAC) Assessment Estimate, and Supplementary Assessment; • legal fees, consulting fees and financing costs as they relate to the preparation of complete application requirements in Part B, Section 1.6 of the 2020CIP and to eligible costs identified above. • Phase I and II Environmental Site Assessment, Site Specific Risk Assessment (SSRA), remedial work plan or other qualified remediation/risk management plan completed on the property at the cost of the property owner, and prepared by Qualified Persons as defined by Ontario Regulation 153/04, as amended, necessary to obtain a Record of Site Condition (RSC), or other approval granted by the Ministry of the Environment, Conservation and Parks (MECP) for the proposed use of the property • environmental soil remediation, or other qualified remediation or risk management in accordance with i) above. • removal of waste materials, placing of clean fill and grading; • interest charges related to the cost of financing the preparation of remediation/risk management studies and undertaking the remediation; • insurance premium to guarantee remediation completion.

Municipality	Program	Eligible Cost
Thorold	Tax Increment Financing Program	<ul style="list-style-type: none"> • environmental studies • environmental remediation • removal of debris including processed piping and general improvements for structural safety purposes to meet the minimum requirements of the Ontario Building Code • site preparation including construction/improvement of on-site public works, e.g. water services, private sanitary and storm drains and/or private sewers, hydro, gas, and communication services • demolition of all buildings and structure, together with removal and disposal of all material and debris • any streetscaping, landscaping, enhancement and any aesthetic beautification as may be required • actual costs may include all legal fees, consulting fees, and financing costs as they relate only to specific eligible costs identified above
Welland	Brownfields Rehabilitation Grant Program	<ul style="list-style-type: none"> • Phase II ESA, Designated Substances and Hazardous Materials Survey, Remedial Work Plan, and Risk Assessment not disbursed by the ESG Program or the BTA Program; • environmental remediation, including the costs of preparing a RSC, not disbursed by the BTA Program; • placing, compacting and grading of clean fill required to replace contaminated soils/fill disposed of off-site not disbursed by the BTA Program; • installing, monitoring, maintaining and operating environmental and/or engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment, not disbursed by the BTA Program; • environmental insurance premiums not disbursed by the BTA Program; • removal/abatement of designated substances and hazardous materials; • demolishing buildings; • building construction; • building renovation and retrofit works; • upgrading on-site infrastructure including water services, sanitary sewers and stormwater management facilities.

Municipality	Program	Eligible Cost
West Lincoln	Brownfield Rehabilitation Grant Program	<ul style="list-style-type: none">• feasibility study not disbursed by the Feasibility Study Grant;• Phase II ESA, Designated Substances and Hazardous Materials Survey, Remedial Work Plan, and Risk Assessment not disbursed by the ESA Grant Program or the Brownfield Property TAP;• environmental remediation, including the costs of preparing a RSC, not disbursed by the Brownfield Property TAP;• placing clean fill and grading not disbursed by the Brownfield Property TAP;• installing environmental and/or engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment, not disbursed by the Brownfield Property TAP;• monitoring, maintaining and operating environmental and engineering controls/works, as specified in the Remedial Work Plan and/or Risk Assessment, not disbursed by the Brownfield Property TAP;• environmental insurance premiums not covered by the Brownfield Property TAP;• the following Leadership in Energy and Environmental Design (LEED) Program Components:<ul style="list-style-type: none">i) base plan review by a certified LEED consultant;ii) preparing new working drawings to the LEED standard; Consulting 33iii) submitting and administering the constructed element testing and certification used to determine the LEED designation;iv) increase in material/construction cost of LEED components over standard building code requirements to a maximum of 15% of total construction costs;i) demolishing buildings;j) building rehabilitation and retrofit works (excluding permit fees); and,ii) upgrading on-site infrastructure including water services, sanitary services and stormwater management facilities up to a maximum of 50% of the cost of on-site infrastructure upgrading.