



Government
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Canada

Opportunities Envelope Guidelines for Proposals

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1 - The Opportunities Envelope Initiative

Overview

1.1 Background and Objectives

In August 2003, the Government of Canada announced several new measures to enhance Canada's efforts to reduce GHG emissions, along with its intention to work with its provincial and territorial partners in a way that recognizes their specific priorities in addressing climate change.

The \$160 million Opportunities Envelope (OE) was part of the August announcement. This joint Natural Resources Canada and Environment Canada initiative was conceived as a means to foster, through partnerships, new and innovative approaches to GHG emission reductions, while providing additional flexibility to the provinces and territories as they continue to develop solutions that meet their specific needs and circumstances.

By providing support to cost-effective GHG emission reduction projects or programs brought forward by its provincial and territorial partners, the federal government will be able to assist these jurisdictions in taking action on their climate change priorities while contributing to national climate change goals.

1.2 Available Funding

The OE has been allocated \$160 million over a three-year period (2004/05-2006/07) to support provincial and territorial initiatives.

2004/05	2005/06	2006/07	TOTAL
\$40 million	\$60 million	\$60 million	\$160 million

Note that there will be no funding allocations dedicated to specific provinces or territories before proposals are assessed, i.e., there will be no funding envelopes.

Eligibility

1.3 Project / Program Scope

Either discrete projects or broader emission reduction programs are eligible for OE funding. In order to be considered, the project/program proposals must demonstrate that they will be able to deliver GHG emission reductions that contribute to Canada's Kyoto target for the first commitment period. All emission reductions from funded initiatives must occur in Canada.

Proposals can cover any sector of the economy; however, the emission reductions expected from the projects and programs must be incremental.

Accordingly, proposed initiatives must generate emission reductions beyond those that:

- are attributable to existing activities, e.g., federal initiatives (targeted measures, infrastructure funds, Large Final Emitters system, etc.), provincial/territorial initiatives, or third-party activities; or
- would have occurred anyway, in the absence of the proposed initiative.

Annual OE funding is expected to be between \$1 million and \$5 million per initiative. Where warranted, proponents may request a multi-year funding profile for up to the duration of the OE for any one proposal. However, a degree of flexibility in funding amounts will be provided given that the scope and size of initiatives may vary across jurisdictions depending, for example, on the size of the jurisdiction.

1.4 Eligible Participants

Lead proponents for the proposals will be provincial and territorial governments. However, provinces and territories may choose to involve a third-party partner in the delivery of the proposal. In such cases, OE funds could be provided directly to the third-party partner, if requested by the provincial or territorial proponent.

Third parties may include private sector firms or organizations, crown corporations, or any other partner identified and endorsed by the provincial or territorial government proponents.

1.5 Cost-Sharing

Provinces and territories are expected to co-fund their proposals. Total federal government contributions under the OE should not exceed 50% of the program or project's incremental costs; however, some flexibility may be provided. Provincial/territorial government support under the OE can include financial, in-kind and complementary or quid pro quo action (e.g., enhanced regulation or implementation of more stringent codes). Furthermore, contributions from third-party partners to a program's or project's incremental costs will be considered to be equivalent to contributions from provincial/territorial governments.

It is anticipated that federal support will largely be in the form of financial contributions to provincial/territorial proponents in order to cover eligible costs incurred in delivering the initiative.

- Eligible costs are the cost of goods and services directly attributable to the provincial/territorial project or program. This may include: a reasonable proportion of administrative and overhead expenses (e.g., salaries and benefits for staff); fees for professional, scientific and contracting services; and the purchase and installation of qualifying equipment and products.

1.6 Proposal Evaluation Criteria

The main criteria for funding decisions will be the cost-effectiveness of the proposed GHG reductions, as calculated using the Cost-Effectiveness Guidelines provided (see Section 3). However, consideration will also be given to the:

- degree of leveraging from all sources, including provincial/territorial and third-party contributions;
- potential co-benefits of the proposal, including environmental, economic and other co-benefits (e.g., clean air improvements, innovative economic development);
- potential use of alternative policy instruments, such as the adoption of a standard or regulation to lessen the need for ongoing program funding;
- achievement of a reasonable regional balance in funding allocation; and,
- portion of GHG reductions occurring during the 2008-2012 Kyoto Commitment Period.

Assessment Process

1.7 External Review Roster (ERR)

An independent External Review Roster will be established to provide third-party advice on the validity and accuracy of the cost-effectiveness calculations associated with each eligible proposal. This will include validation of the proposal's underlying assumptions insofar as this is required to complete an assessment of the cost-effectiveness information.

The ERR is expected to comprise independent experts (e.g., consultants, retired professionals, and academics) with recognized expertise in their specific subject area, climate change and/or greenhouse gas reduction activities.

- ERR members will need sufficient experience and knowledge to offer an expert opinion on the cost-per-tonne figures and any underlying assumptions within the proposals.
- ERR members will not be eligible to assess proposals if they appear to have a conflict of interest. For example, they cannot be currently employed or contracted by provincial/territorial governments, nor can they be employed by businesses that could potentially have an interest in any submission.

ERR members will provide an on-call peer review of incoming proposals, and will be remunerated by the federal government for each proposal assessment performed. ERR members will make no funding recommendations, and the

results of their reviews will be only one element used in the overall assessment of proposals.

Provinces and territories are invited to offer suggestions on possible members for the ERR. Final decisions will be made through a formal screening process consistent with federal rules and guidelines on service contracting.

1.8 Assessment and Selection Process

Project/program proposals will be evaluated by OE officials against the criteria outlined in Section 1.6. The cost effectiveness reviews conducted by the ERR will be used to rank the cost-effectiveness of each proposal, relative to all proposals under consideration. In addition, OE officials will conduct a qualitative assessment of the other selection criteria identified in Section 1.6.

A funding package comprising the proposals recommended by the Ministers of Natural Resources Canada and Environment Canada will be presented to the federal government's Treasury Board for final approval, after which contribution agreements that detail the terms and conditions for the delivery of funded initiatives will be drafted with the chosen proponents. Federal government departments other than Natural Resources Canada or Environment Canada may draft and administer contribution agreements with selected proponents in cases where the projects or programs fall under their area of expertise or authority.

Note that any environmental assessment required under the Canadian Environmental Assessment Act (CEAA) will need to be completed before proposals can be presented to the Treasury Board for approval.

While proposals are being assessed, details on individual proposals will remain confidential and will only be shared with the proponent. Once funding allocation decisions have been made, federal Access to Information rules would apply (which includes the protection of commercial information).

1.9 Project/Program Funding

As stated above, the terms and conditions on the delivery of federal funds will be detailed in the contribution agreements. These agreements will outline the roles and responsibilities of all parties involved in implementing the proposed initiative.

As per Treasury Board rules on grants and contributions, federal funding by the OE will require that recipients establish an acceptable financial monitoring and reporting plan. The federal government reserves the right to require independent financial audits of the projects or programs that receive OE funding.

The project/program-specific requirements for verification and reporting of GHG reductions and other objectives will also be determined through the drafting of the contribution agreements, as will the requirement to implement any mitigation measures recommended through the federal environmental assessment process, if one is required.

1.10 “Ownership” of Reductions

Although it is unlikely that legal ownership of the emissions reductions resulting from projects or programs will be able to be firmly established, from the federal government’s perspective, a basic operating principle will be that emission reductions proportionate to the federal government’s share of the project funding will not be available to offset emission reductions required elsewhere by any other climate change initiatives. Efforts to formalize this principle may be made in the contribution agreements.

2 - Submission Process & Information Requirements

2.1 Proposal Development

Provincial and territorial proponents have the main responsibility for developing their proposals. To the fullest extent possible, federal expertise will be made available to assist in this process, for example, through the provision of relevant federal subject area/program experts.

Proposal ideas may emerge from activities such as the ongoing bilateral discussions around the negotiation of Memoranda of Understanding or through consultations with provincial and territorial partners on existing and new federal climate change programming. New ideas could also emerge from multilateral discussions and other working groups.

Before proceeding with a formal proposal for funding under the OE, interested parties are invited to contact the OE Secretariat and submit a brief overview of their proposed project or program, in the form of a 2-page expression of interest. The Secretariat will advise on the eligibility of the project/program for funding by the OE and provide assistance. This will also allow the Secretariat to identify appropriate federal partners and delivery mechanisms.

If following review of the expression of interest, the Secretariat determines that the project or program may be eligible for funding under the OE, the proponent will be invited to submit a complete proposal. This document will also be used to help determine if an environmental assessment under the CEAA is needed.

Project/program ideas better suited to an alternate federal funding source will normally be redirected to the appropriate authority prior to proposal assessment under the OE. This is to help ensure that emissions reduction projects and programs undertaken are incremental to other federal climate change initiatives. While federal officials will provide assistance in determining the incrementality of proposals with respect to federal initiatives, provinces and territories will also need to demonstrate how, to the extent possible, the proposals are incremental to their existing activities, as well as those of third parties.

2.2 The Submission Process

All expression of interest 2-pagers and formal proposals are to be submitted to the OE Secretariat located within Natural Resources Canada (see coordinates below). The Secretariat will serve as the single point of contact for provincial/territorial queries, ensuring appropriate assistance is provided to provinces and territories as they develop their proposals.

OE Secretariat:

580 Booth Street,
Ottawa, Ontario
19th Floor, D-4
K1A 0E4

Telephone: (613) 992-9888
Fax: (613) 947-6799
E-mail address: oesecretariat@NRCan.gc.ca

The expression of interest should include the name and coordinates of the provincial or territorial government proponent; a project/program overview which identifies the sector, actions and expected results; and a funding summary that provides information on the total value of the project/program, the total amount sought from the OE, funding from other federal government sources, and total funding from non-federal government sources.

If following review of the expression of interest, OE officials determine that the project or program may be eligible for funding under the OE, the proponent will be invited to submit a complete proposal.

Note that not every proposal submitted can be guaranteed funding. Therefore, all provincial/territorial governments will be asked to internally coordinate their ideas and submit only proposals that reflect their government's priorities. Project/program proposals must be submitted through the provincial/territorial ministers responsible for climate change (e.g., Ministers of Energy and/or Environment, or equivalent).

2.3 Timelines

Proponents seeking funding beginning in fiscal year 2004/05 need to submit proposals to the OE Secretariat by the end of July 2004. This will allow for initial funding allocation decisions in the fall of 2004, with funds made available to successful proponents beginning early in 2005 (pending negotiation of contribution agreements). The deadline for submitting the initial batch of proposals requiring funding in 2005/06 is the end of October 2004. Proponents will also be able to submit proposals at later times for the remaining unallocated funding.

2.4 Proposal Information Requirements

To enable project or program selection, proponents must provide the information necessary to conduct an assessment of the proposal against the eligibility and evaluation criteria along with a written endorsement from the appropriate provincial or territorial authority.

The information requirements for the formal proposal are as follows:

2.4.1 Proponent Information

Identify the lead proponent of the proposal, i.e. the province/territory as well as contact information for the individuals in a position to address follow-up questions pertaining to the proposal.

2.4.2 Provincial/Territorial Government Sign-off

Identify a provincial or territorial government official who is authorized, pursuant to Section 2.2, to endorse the proposed project/program as a priority of their provincial or territorial government. This endorsement can be in the form of a signature under this section or a separate letter signed by the appropriate provincial/territorial authority and attached to the proposal.

2.4.3 Description

Provide an overview of the initiative. Identify the sector of the economy targeted by the proposal, the nature of the proposal (capital project, incentive program, regulation, etc.), whether it is a new activity or an expansion of a current provincial, territorial or federal initiative, and provide a description of the key delivery mechanisms. In the case of capacity-building activities or administrative requirements, these activities can only be included if they are required as part of a project/program that will produce GHG emission reductions.

Describe how the project or program results in emission reductions or removals. To the extent possible, describe how the emission reductions from the proposed project or program are incremental to other federal and provincial/territorial initiatives, or third-party activities; or, to what would have occurred anyway, in the absence of the proposed initiative.

2.4.4 Sources of Funds

Outline the funding requirements, and provide a breakdown among anticipated funding sources and partners. Briefly describe the level and nature of the cost-sharing on the part of the provincial or territorial proponent. These may include cash contributions as well as best estimates of in-kind support at fair market value. Describe, where appropriate, the estimated value of the in-kind or quid pro quo actions proposed.

Provide reference letters of commitment (provide copies in appendices) from funding sources other than the provincial/territorial government, which confirm their cash and in-kind contributions.

- Note that any letters of confirmed support that are not available at the time that the proposal is submitted to the OE Secretariat may be provided later; however, the proposal assessment cannot be completed before total support from non-federal government sources is confirmed.

2.4.5 Federal Government Involvement

Identify and describe any linkages (including financial contributions) between the proposed project or program to existing federal or provincial/territorial programs. Identify federal organizations that have been contacted or involved in developing the project/program proposal (whether directly or through liaison support provided by the OE Secretariat).

2.4.6 Schedule of Activities

Identify the project/program start and end dates. The start date should allow for the expected time required for assessment and approvals of OE proposals and development of a contribution agreement. Include a brief explanation of the flexibility, or lack of flexibility, in the start date. Include an explanation of the potential risks or factors that may delay completion of the project/program by the end date. Identify and describe the activities and main milestones involved in delivering the project/program and include time frames or dates.

2.4.7 Partnerships

Identify the individuals and organizations who would be directly involved in managing and delivering the project/program (coordinators, paid staff, volunteers, consultants, advisory committees, etc.) and provide contact information.

Describe each organization's mandate/business and type (e.g., non-profit stakeholder association) and its role and responsibility in the delivery of the proposed project or program. Include qualifications and experience of lead personnel.

2.4.8 Environmental Impacts

Describe, to the extent possible, any environmental impacts resulting from the proposed project/program that might trigger the need for an environmental assessment under either provincial/territorial or federal law.

2.4.9 Co-benefits

If applicable, describe any potential co-benefits of the proposal, including environmental, economic and other co-benefits (e.g., clean air improvements or innovative economic development, etc.).

2.4.10 Cost-Effectiveness Information

Provide information necessary for the calculation of the proposed initiative's cost-per-tonne. Proponents can elect to do the calculation themselves (as described in Section 3.2), or simply provide the information outlined in Section 3.

2.4.11 Potential for Sustained Emissions Reductions

If applicable, describe whether the project/program could result in a sustained reduction in emissions beyond the life of the initiative while allowing for the phasing out of ongoing program funding. Thus, if an initiative is expected to generate additional emission reductions beyond its life, and in the absence of renewed funding, a clear explanation as well as the underlying assumptions should be provided.

3 – Cost-Effectiveness Guidelines

The following outlines the methodology that will be used to evaluate the cost-effectiveness of initiatives proposed under the Opportunities Envelope. Use of this methodology will ensure that cost-effectiveness estimates are calculated in a manner that is consistent with current federal practices for similar measures.

3.1 Information Required for the Cost-Effectiveness Calculation

Evaluating the cost-effectiveness of projects and programs involves comparing all relevant costs with the expected results (GHG reductions) over the life of the initiative. The results of this analysis are generally referred to as the cost-per-tonne of GHG reductions.

3.1.1 Costs

The required cost information is in the form of an annual breakdown of all incremental costs of the proposed initiative, as well as a description of all of the key underlying assumptions made in determining these costs.

Incremental costs are defined as those costs directly related to implementation of the proposed project or program that would not have been incurred in its absence. This may include a reasonable portion of administrative and overhead expenses.

- Note that in the case of capacity-building activities or administrative/overhead requirements, these activities can only be included if they are required as part of a project/program that will produce GHG emission reductions.

For some initiatives, costs may vary according to the extent of uptake by the market. In such cases, the proponent may wish to provide upper and lower cost ranges to reflect the uncertainty around underlying market behaviour assumptions.

The following tables provide a breakdown of the cost information requirements for projects and programs, respectively.

Table 3.1 – If the proposal relates to a project:

	2004 / 2005	2005 / 2006 (if needed)	2006 / 2007 (if needed)
Incremental costs: - Capital expenditures - Operating and maintenance costs - Administration (salaries, contracting services, etc.)			
Share of incremental costs from province or territory			
Share of incremental costs from third-party partners (if applicable)			
Share of incremental costs required from the federal government: - Opportunities Envelope - Other federal sources (if applicable)			

Table 3.2 – If the proposal relates to a program:

	2004 / 2005	2005 / 2006 (if needed)	2006 / 2007 (if needed)
Incremental costs - Value of financial incentive (except for regulations) - Administration / overhead (salaries, contracting services, etc.)			
Share of incremental costs from province or territory			
Share of incremental costs from third-party partners (if applicable)			
Share of incremental costs required from the federal government: - Opportunities Envelope Other federal sources (if applicable)			

3.1.2 Expected results (GHG reductions)

Provide annual estimates of GHG reductions expected to occur as a result of the proposed initiative, as well as any key underlying assumptions made in determining these reductions.

GHG reductions should be estimated relative to the level of emissions that would have occurred in the absence of the proposed project or program. Therefore, reductions from proposed initiatives are expected to be incremental to those achieved under other activities, e.g., federal initiatives (targeted measures, infrastructure funds, Large Final Emitters system, etc.), provincial/territorial initiatives, or third-party activities; or those emissions reductions that would have occurred anyway, in the absence of the proposed initiative.

Where there is significant uncertainty related to the achievement of the expected GHG emission reductions, the proponent should provide upper and lower estimates and describe the underlying assumptions.

Table 3.3 Example of a proposal to cost-share a program that would provide an incentive for the purchase of efficient lighting (T-8):

	2004/2005	2005/2006	2006/2007	...
Number of lamps expected to be purchased				...
Expected share of additional lamps purchased at T-8 level due to incentive.				...
Energy use reduction (as a result of replacing T-12 lamps)				...
Expected life of the investment (lamps)				...
Total emission reductions (specify emission factor). If the proposed project or program results in reduction in the end-use demand for electricity, indicate source of electricity expected to be displaced and associated emission factor.				...

3.2 Cost-Effectiveness Calculation

An initiative's cost-per-tonne estimates will be determined using the following steps:

1. Annual incremental costs will be discounted to the year the project or program is initiated, using a discount rate of 10% real. A sensitivity analysis may be done using a 7% discount rate.
2. All emissions reductions in tonnes over the life of the investment will be discounted to the same year using the same discount rate.
3. An initiative's cost-per-tonne estimate will be calculated by dividing the discounted incremental costs by the expected discounted GHG emission reductions. The cost-per-tonne calculations and all underlying assumptions will be reviewed by an independent third party (i.e., the External Review Roster).

Notes:

- A proponent has the option of doing the calculations or simply providing the necessary information (See Section 3.1) that would enable them to be done by OE officials.
- For assessment purposes, both the total cost-per-tonne of the proposed activity and the cost-per-tonne to the federal government will be calculated.

Appendix A

Examples of Cost-Effectiveness Calculations

The following are two examples that demonstrate how the cost-effectiveness information will be used to calculate a proposal's cost-per-tonne figures. Note that they are for illustrative purposes only.

Example of Wind Electricity Generation Project

This project proposes the installation of new wind electricity generation capacity over the next two years, with 50-50 cost-sharing between the provincial proponent and the OE.

Installed Capacity: 10 MW over two years

Capacity Factor: 30%

Marginal Fuel Displaced: Natural gas - 99.3 t CO₂ / PJ

Emission Factor: 357.48 t CO₂ / GWh

Hours per Year: 8760

Life Expectancy of Equipment: 25 years

Year	Total Incremental Cost (\$ M)	Cost to OE (\$ M)	Capacity Installed (MW)	Annual Production (GWh)	GHG Reductions (MT)
2004	2.0	1.0	5	13.14	0.0047
2005	2.0	1.0	5	26.28	0.0094
2006				26.28	0.0094
2007				26.28	0.0094
2008				26.28	0.0094
2009				26.28	0.0094
2010				26.28	0.0094
2011				26.28	0.0094
2012				26.28	0.0094
2013				26.28	0.0094
2014				26.28	0.0094
2015				26.28	0.0094
2016				26.28	0.0094
2017				26.28	0.0094
2018				26.28	0.0094
2019				26.28	0.0094
2020				26.28	0.0094
2021				26.28	0.0094
2022				26.28	0.0094
2023				26.28	0.0094
2024				26.28	0.0094
2025				26.28	0.0094
2026				26.28	0.0094
2027				26.28	0.0094
2028				26.28	0.0094
2029				26.28	0.0094
2030				26.28	0.0094
Totals	4.0	2.0			0.2490
NPV (10% real)	3.5	1.7			0.0825

Total cost per tonne: $3.5 / 0.0825 = \$42 / \text{tonne}$

Cost per tonne of OE contribution: $1.7 / 0.0825 = \$21 / \text{tonne}$

Example of a LED Exit Signs Incentive Program

This is an incentive program to encourage jurisdictions to purchase LED exit signs. For the next three years, the OE will pay half of the incremental cost per exit sign purchased in order to bring the cost of LED signs closer in line with the incandescent alternative.

Total Costs: \$15 incentive per sign plus related administrative costs

Expected Sales: 100,000 per year

Incremental Purchases at LED Level: 31%.

Energy Savings (from incandescent to LED): 245 Kwh/year

Marginal Fuel Displaced: Natural gas: 99.3 t CO₂/PJ

Emission Factor: 357.48 t CO₂/GWh

Life Expectancy of Equipment: 25 years

Year	Total Incremental Cost (\$ M)	Cost to OE (\$ M)	Total No. of Signs Purchased	New Purchases at LED Level Due to Incentive	Cumulative energy savings (GWh)	GHG Reductions (MT)
2004	1.6	0.85	100,000	31,000	7.60	0.0027
2005	1.6	0.85	100,000	31,000	15.19	0.0054
2006	1.6	0.85	100,000	31,000	22.79	0.0814
2007					22.79	0.0081
2008					22.79	0.0081
2009					22.79	0.0081
2010					22.79	0.0081
2011					22.79	0.0081
2012					22.79	0.0081
2013					22.79	0.0081
2014					22.79	0.0081
2015					22.79	0.0081
2016					22.79	0.0081
2017					22.79	0.0081
2018					22.79	0.0081
2019					22.79	0.0081
2020					22.79	0.0081
2021					22.79	0.0081
2022					22.79	0.0081
2023					22.79	0.0081
2024					22.79	0.0081
2025					22.79	0.0081
2026					22.79	0.0081
2027					22.79	0.0081
2028					22.79	0.0081
2029					22.79	0.0081
2030					22.79	0.0081
Totals	4.8	2.6				0.1955
NPV 10% real	3.9	2.1				0.0668

Total cost per tonne: 3.9 / 0.0668 = \$58

Cost per tonne of OE contribution: 2.1 / 0.0668 = \$32

Appendix B – Expression of Interest Template

TITLE

Proponent Information

- name and coordinates of the provincial or territorial government as well as contact(s) to address follow-up questions pertaining to the proposal.

Project/Program Description

- identify the nature of the proposal (capital project, incentive program, etc.), the sector targeted, whether it is a new activity or an expansion of an existing government initiative.

Overview of Activities

- identify and describe the activities and main milestones involved in delivering the project/program and include time frames and dates.

Expected Results

- describe the mechanism through which reductions in greenhouse gas emissions will be achieved, the expected reductions and, to the extent possible, any co-benefits and environmental impacts that might trigger the need for an environmental assessment.

Partnership Information

- identify the individuals and organizations who will be directly involved in managing and delivering the initiative and provide contact information.

Funding Summary

- outline the funding requirements and cost-sharing between partners and, if applicable, include an estimate of the value of in-kind or quid pro quo actions proposed.