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Green Municipal Fund



Brownfield Roadmaps 2016

Saskatchewan

INTRODUCTION

The Federation of Canadian Municipalities' (FCM) Green Municipal Fund™ (GMF) has produced this series of brownfield roadmaps to help municipalities and their private-sector partners better understand how to redevelop brownfields in their communities. The roadmaps provide a high-level overview of the brownfield redevelopment process in each province and territory, linking each step to relevant legislative requirements and potential sources of funding.

Developed in close consultation with provincial and territorial governments, each roadmap features an easy-to-follow path through three areas:

- an overview of the brownfield redevelopment process — a description of the steps typically followed when redeveloping a brownfield site in Canada
- provincial requirements — an outline of provincial legislation and policy requirements associated with each step in the process
- funding and incentive programs — a list of relevant resources, such as GMF, that are available to support municipalities and their partners as they undertake brownfield redevelopment

Each roadmap features a flowchart that summarizes the main activities and milestones, illustrates where the steps are connected, and refers to further details in the document.

Visit [*Revitalize Your Brownfields*](#) for additional tools, guidance and resources related to brownfield redevelopment.

The information presented is current to the publication date and may not capture all relevant programs. Please contact the responsible organizations to verify up-to-date information.

NOTE: This document summarizes current provincial legislation and must not be regarded as a formal legal interpretation. Please refer to the identified legislation for complete details on legislative requirements, and seek legal advice if necessary.

The Government of Canada endowed FCM with \$550 million to establish the Green Municipal Fund™. The Fund supports partnerships and leveraging of both public and private-sector funding to reach higher standards of air, water and soil quality, and climate protection.



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This publication is available on the FCM Green Municipal Fund website at www.fcm.ca/qmf under "Resources."

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Saskatchewan 2016 Brownfield Roadmap

	Brownfield Redevelopment Process	Provincial Requirements
1. Plan	<ul style="list-style-type: none"> ➤ Conduct community-wide brownfield planning and engagement activities ➤ Standardize and streamline approval processes for redevelopment proposals ➤ Consider interim land use planning ➤ Compile inventory of brownfield sites ➤ Track and showcase redevelopment progress 	<ul style="list-style-type: none"> ➤ Consider adding a brownfield planning component to the municipality's official community plan ➤ Identify contaminated sites in the community as per Public Sector Accounting Board standard PS 3260
2. Study	<ul style="list-style-type: none"> ➤ Develop sustainable remediation/redevelopment plan ➤ Complete environmental site assessments ➤ Complete risk assessment (if required) ➤ Determine remedial objective ➤ Conduct remediation or risk management studies/optimization ➤ Develop remedial/risk management action plan that includes sustainable approaches where possible 	<ul style="list-style-type: none"> ➤ Conduct and submit site assessment ➤ Choose the appropriate risk-based, tiered endpoint ➤ Prepare and submit a corrective action plan
3. Remediate	<ul style="list-style-type: none"> ➤ Complete building demolition and recycle soil and waste where possible ➤ Remediate site or implement risk management strategies using sustainable approaches where possible ➤ Receive confirmation of compliance or contaminated site closure 	<ul style="list-style-type: none"> ➤ Perform activities as per corrective action plan and conduct appropriate confirmatory sampling ➤ Submit closure report or notice of site condition
4. Redevelop	<ul style="list-style-type: none"> ➤ Perform ongoing risk management and monitoring as required ➤ Design and construct site infrastructure 	<ul style="list-style-type: none"> ➤ Meet local government planning approval and permitting requirements ➤ Perform ongoing site management and monitoring

Saskatchewan 2016 Brownfield Roadmap

	Funding and Incentive Programs
1. Plan	<p>Green Municipal Fund (GMF) grants are available for sustainable neighbourhood action plans or community brownfield action plans (50 per cent of eligible costs; grant maximum of \$175,000)</p> <p><i>Other programs:</i></p> <ul style="list-style-type: none"> ➤ Municipal incentives as per <i>The Planning and Development Act, 2007</i>
2. Study	<p>GMF grants are available for feasibility studies (50 per cent of eligible costs; grant maximum of \$175,000) and pilot projects (50 per cent of eligible costs; grant maximum of \$350,000)</p> <p><i>Other programs:</i></p> <ul style="list-style-type: none"> ➤ Sustainable Development Technology Canada offers innovative technology development funding (soil and water treatment, technology development and demonstration)
3. Remediate	<p>GMF loans are available for brownfield capital projects (up to 80 per cent of eligible costs)</p> <p><i>Other programs:</i></p> <ul style="list-style-type: none"> ➤ New Building Canada Fund (Remediation) ➤ Orphaned Environmentally Impacted Sites Fund (remediation of orphaned environmentally impacted sites)
4. Redevelop	<p>GMF loans and grants are available for capital projects in the energy, transportation, waste and water sectors (up to 80 per cent of eligible costs)</p> <p><i>Other programs:</i></p> <ul style="list-style-type: none"> ➤ New Building Canada Fund (Redevelopment) ➤ Also, consider obtaining private funding from financial institutions and developers



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Green Municipal Fund

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Overview: Brownfield Redevelopment Process

This section outlines the steps typically undertaken in planning, assessing, remediating and redeveloping brownfield sites. Not all of the steps are required for every project. Some steps are suggested best practices and some steps can be performed concurrently. The process is described using universal site remediation terminology.

1. Plan

1.1 Community-wide brownfield planning activities

This step includes planning activities associated with brownfield redevelopment, such as stakeholder and community engagement and the creation of sustainable community plans, community improvement plans (CIPs), neighbourhood plans and brownfield redevelopment strategies. **Parties typically involved:** municipal planning department, planning consultants.

1.2 Standardized and streamlined approval processes for brownfield redevelopment proposals

Municipalities should standardize and streamline approval processes to ensure that brownfield redevelopment proposals are treated in an efficient, consistent and timely manner. Long approval processes can have a significant impact on a project's bottom line and jeopardize its financial viability. The streamlining process should include consultations with stakeholders, such as the public and developers. **Parties typically involved:** municipal planning department, consultants.

1.3 Interim land use planning

Municipalities may consider interim land uses for sites that, for financial or other reasons, cannot be redeveloped immediately. In this case, rather than leaving sites vacant, temporary or interim uses (such as parking lots, community gardens or temporary commercial/industrial uses) could be more economically and socially beneficial to the community. However, the interim land use should not increase risks to human health and the environment, nor should it impede future redevelopment to a desirable end use. **Parties typically involved:** municipal planning department, planning consultants.

1.4 Identification and inventorying of brownfield sites

In some provinces and territories, information related to brownfields or contaminated sites is compiled into databases or site registries. These inventories may be made available to the public. Municipalities can reference this information to identify contaminated sites and create a municipal brownfield inventory. Municipalities can also use this information to showcase progress on brownfield redevelopment in their community.

Municipalities should also note that the *Public Sector Accounting Board standard on liability for contaminated sites, Section PS 3260* of the *CPA Canada Public Sector Accounting Handbook* (Chartered Professional Accountants Canada), covers fiscal periods commencing on or after April 1, 2014. Section PS 3260 contains standards for municipalities on how to account for and report a liability associated with the remediation of contaminated sites for which they are responsible. Specifically, it establishes when to recognize and how to measure a liability for remediation. To properly estimate and track the associated liabilities, municipalities may need to develop an inventory of contaminated or potentially contaminated sites. Careful consideration should be given to the scope of Section PS 3260. A liability generally results from contamination at sites that are no longer in productive use or contamination arising from an unexpected event, such as a natural disaster. The standard does not apply to liabilities associated with retiring long-lived tangible capital assets in productive use (for example, an operating solid waste landfill site). For more information, contact *CPA Canada*. **Parties typically involved:** municipal treasury, property, planning, and engineering and works departments; auditors and provincial officials.

2. Study

2.1 Sustainable remediation and redevelopment

Sustainable remediation considers the full picture when making decisions about brownfield remediation and redevelopment projects. It ensures that all aspects of the project — from assessment to redevelopment — are managed in a way that optimizes and balances environmental, social and economic benefits. A range of remediation and risk management techniques may be considered, such as administrative controls (e.g. zoning and land use restrictions); physical barriers or ground covers (e.g. asphalt); in-situ techniques, which are applied in the ground or in water; and ex-situ techniques, which involve excavating contaminated soil or pumping out groundwater.

2.2 Environmental site assessments

Known or suspected contaminated sites must be assessed to determine the type, concentration, location and extent of contamination. This information is gathered by using specific contaminated site assessment approaches, usually performed in phases and with more detailed information collected in each progressive phase. The phases are typically defined as follows:

- **Phase I Environmental Site Assessment:** a preliminary assessment to characterize a site by evaluating current and historical land uses or activities, potential areas of contamination, and surrounding land uses or activities
- **Phase II Environmental Site Assessment:** a preliminary assessment during which field samples are analyzed to determine contaminant types and concentrations
- **Detailed or Delineation Environmental Site Assessment:** in some cases, a more detailed assessment is performed to confirm contaminant types and concentrations, and to delineate contaminated areas

Following the site assessment, the generic provincial remedial objectives (i.e. the concentrations of contaminants allowed in the soil or groundwater based on the specific land use planned) should be reviewed to determine the feasibility of meeting these objectives. In some provinces, these remedial objectives are called remedial or remediation standards or criteria. **Parties typically involved:** municipal engineers and planners, environmental consultants.

2.3 Risk assessment

If, based on the site assessment results, it is not feasible to meet the generic provincial remedial objectives, there is an option in most provinces to perform a detailed risk assessment to develop site-specific or risk-based remediation objectives. The risk assessment must demonstrate that the site-specific objectives will protect both the environment and human health to the same extent as the generic objectives, if those objectives could have been met. **Parties typically involved:** municipal engineers and planners, environmental consultants, risk assessors.

2.4 Remedial objective determination

The final remedial objectives for the site are determined in this step. These could be either generic remedial objectives set by the province or territory, or the equally protective site-specific or risk-based remedial objectives. **Parties typically involved:** municipal engineers and planners, environmental consultants.

2.5 Remediation or risk management feasibility studies/optimization

In this step, remediation or risk management options for the site are evaluated. This could entail a study evaluating the feasibility of various options, based on available literature or based on past experience. It could also include an in-depth bench- or field-scale analysis to support the selection of a specific technology or method, or to optimize the operating parameters for a specific technology or method. **Parties typically involved:** municipal engineers and planners, environmental consultants, remediation contractors.

2.6 Remedial/risk management action planning

Based on the review of the remediation and risk management options applicable to and viable for the site, the final options are selected and a remedial action plan is developed to outline how these options will be implemented. Where possible, this plan should include the use of *sustainable approaches*. **Parties typically involved:** municipal engineers and planners, environmental consultants, remediation contractors.



3. Remediate

3.1 Building demolition and soil and waste recycling

This step involves building and infrastructure demolition and soil and waste removal (e.g. utilities, roads, above-ground or underground storage tanks). Where possible, soil and waste should be recycled on site or reused for other purposes. **Parties typically involved:** municipal engineers and planners, environmental consultants, remediation contractors, waste management contractors.

3.2 Remediation/risk management implementation

In this step, site remediation or risk management actions, or both, are carried out as described in the remedial action plan. Where possible, *sustainable remediation or risk management approaches* should be used. These activities are performed until the contamination is removed, altered, contained or destroyed to meet the provincial remedial objectives or the site-specific, risk-based objectives. **Parties typically involved:** municipal engineers and planners, environmental consultants, remediation contractors.

3.3 Confirmation of compliance or contaminated site closure

This step results in official verification that the site has met the established remediation or risk management objectives. The regulatory documentation required at this stage typically states three things:

- whether the site meets the regulatory requirements
- whether ongoing monitoring is required
- whether continued risk management is required

At this stage, the results of the remediation or risk management actions and the next steps for redevelopment are usually communicated to stakeholders and the community. **Parties typically involved:** municipal engineers and planners, environmental consultants, provincial officials.

4. Redevelop

4.1 Ongoing risk management and monitoring

Once remediation is complete or risk management activities have been implemented, long-term monitoring or risk management may be required, depending on the restrictions placed on the site. This could involve periodic sampling of soil or groundwater, or other restrictions placed on the site (e.g. limitations on excavation or on land use, or access controls). **Parties typically involved:** municipal engineers and planners, environmental and planning consultants, developers, construction contractors.

4.2 Design and construction of infrastructure

This step involves redevelopment activities, including the design and construction of infrastructure on the site. **Parties typically involved:** municipal engineers and planners, environmental and planning consultants, developers, construction contractors.

Provincial Requirements

This section outlines the key pieces of Saskatchewan’s brownfields legislation and policy positions related to each brownfield redevelopment step.

Key legislation and sources of information*

- *The Environmental Management and Protection Act, 2010*, enables the process for dealing with environmentally impacted sites.
- The *Saskatchewan Environmental Code* contains a collection of legally binding requirements for activities regulated by *The Environmental Management and Protection Act*.
- The *Saskatchewan Environmental Code standards* include several standards related to the management of environmentally impacted sites.
- *Guidance Document: Impacted Sites* is a resource created by the Saskatchewan Ministry of Environment. It describes the process for managing impacted sites in Saskatchewan within the framework set out by *The Environmental Management and Protection Act, 2010*, the *Saskatchewan Environmental Code* and associated standards.
- *The Planning and Development Act, 2007*, includes provisions related to the development of official community plans and other planning tools related to brownfield redevelopment.

1. Plan

1.1 Consider adding a brownfield planning component to the municipality’s official community plan

The Planning and Development Act, 2007, allows a municipal council to adopt an official community plan (OCP). An OCP provides a comprehensive policy framework to guide the physical, environmental, economic, social and cultural development of the municipality or any part of the municipality, including current and future land use and development in the municipality. Specifically, the OCP can identify and prioritize brownfield sites for redevelopment. It can also identify municipal financial or tax-based incentives to encourage brownfield redevelopment. *The Planning and Development Act, 2007*, also provides municipalities with tools for planning bylaws that may be applied to brownfield development.

* NOTE: This document summarizes current provincial legislation and must not be regarded as a formal legal interpretation. Please refer to the identified legislation for complete details on legislative requirements, and seek legal advice if necessary.

1.2 Identify environmentally impacted sites in the community

As a result of the standard on liability for contaminated sites (Section PS 3260 of the CPA Canada Public Sector Accounting Handbook), municipalities may need to develop an inventory of contaminated or potentially contaminated sites in order to estimate and track the liabilities associated with them. In developing the inventory, careful consideration should be given to the scope of Section PS 3260. Specific criteria must be met prior to a site being accounted for under PS 3260.

Having an understanding of contaminated, or potentially contaminated, land within the community will also help municipalities plan for brownfield redevelopment. The Ministry of Environment maintains the *Impacted Sites Registry*, which provides the public with access to information about environmentally impacted sites. The Discharge and Discovery Reporting chapter of the Saskatchewan Environmental Code sets out the requirements for reporting a discharge of a substance that may cause or is causing an adverse effect, or for reporting the discovery of such a substance. The person responsible for the site with the discharge, or for discovery must report this information to the Ministry of Environment and to anyone else who may be affected by the substance. The Ministry also has a searchable database for spills and hazardous materials storage facilities, which may have information related to sites with potential contamination.

The Statements of Provincial Interest Regulations indicates that planning documents should encourage opportunities for the reuse and preservation or restoration of historic buildings. Redevelopment areas may include lands that have contaminated soils and are considered “hazard lands.” Municipalities are required to identify potential hazard lands and plan for their management.

2. Study

2.1 Conduct and submit site assessment

The Site Assessment chapter of the Saskatchewan Environmental Code, and related standards, sets out the requirements for conducting a site assessment. Site assessments characterize and delineate the concentrations or quantities of substances impacting a site and compare those levels to specific land use criteria. The site assessment requirements depend on which type of remediation solution is chosen for the site:

- An “acceptable remediation solution” uses a pre-defined process and represents the minimum level of performance required to meet the acceptable risk for any site condition. Site assessments for acceptable solutions conform to the Canadian Standards Association’s Phase II Environmental Site Assessment Standard (Z769-00 (R2013)).
- An “alternative remediation solution” is a site-specific solution that is typically used when the acceptable solution is not possible or viable for the site. In general, the alternative solution proposed should achieve outcomes equal to or better than those specified in the acceptable solution. The Ministry must accept all proposed alternative solutions prior to the activity being carried out.

The site assessment activities that require the involvement of a “qualified person” are outlined in the Code. The results of the site assessment, along with a completed National Classification System for Contaminated Sites spreadsheet must be sent to the Ministry when an alternative remediation solution is chosen or when the responsible party has been directed to conduct a site assessment. The responsible party must also inform anyone affected by any substances of potential concern.

2.2 Choose the appropriate risk-based tiered endpoint

Based on the results of the site assessment, the party responsible for the impacted site selects a method for determining the remediation targets (or endpoints) for the contaminants of concern at the site. The three types of endpoint are described further in the *Saskatchewan Environmental Code's Endpoint Selection Standard*:

- Tier 1 endpoint: Tier 1 values, as outlined in the *Saskatchewan Environmental Quality Standard (SEQS)*, are applied to the site without any modification.
- Tier 2 endpoint: Tier 2 SEQS values are based on site-specific information on the contaminant pathways and receptors.
- Tier 3 endpoint: Site-specific environmental quality standards are identified based on a detailed risk assessment.

Each successive endpoint requires a greater level of technical detail and a greater level of expertise to plan and carry out the remediation. However, going to a higher tier may be beneficial; it may require a less complicated or less expensive remediation or risk management approach to achieve the same level of human health and environmental protection at the site.

2.3 Prepare and submit a corrective action plan

A corrective action plan (CAP) is required whenever a site assessment indicates that a property meets the definition of an environmentally impacted site as outlined in *The Environmental Management and Protection Act, 2010*.

As outlined in the Corrective Action Plan chapter of the *Saskatchewan Environmental Code*, the CAP should identify the selected endpoints for the site and identify which reclamation technologies will be used to achieve the endpoints, as described in the Code's *Reclamation Technology Standard*. An online form, available through the Ministry of Environment website, must be used when submitting a CAP. The activities associated with the development of a CAP that require the involvement of a "*qualified person*" are outlined in the Code.

3. Remediate

3.1 Perform activities as per corrective action plan

The impacted site must be remediated or risk managed as described in the CAP accepted by the Ministry of Environment. As outlined in the Corrective Action Plan chapter of the *Saskatchewan Environmental Code*, once the endpoints selected in the CAP are achieved, a closure report must be submitted to the Ministry. If the endpoints selected in the CAP are not achieved within the timeframe set out in the CAP, the Ministry of Environment must be notified, as outlined in the Code.

Within 30 days of completing the activities outlined in the CAP, the forms described in the *National Classification System for Contaminated Sites Guidance Document* must be completed and submitted to the Ministry.

4. Redevelop

4.1 Meet local government planning approval and permitting requirements

Refer to the local municipality for building and other permitting requirements.

4.2 Perform ongoing site management and monitoring

If a risk management plan has been implemented, ongoing soil and groundwater monitoring may be required at the site and may include controls such as a ground disturbance policy or land use restrictions. Additional information can be found in the *Saskatchewan Environmental Code's Administrative Control Standard*.

Funding and Incentive Programs

This section details funding and incentive programs shown in the flowchart on page one:

- FCM's Green Municipal Fund (GMF) brownfield funding opportunities
- Federal programs that fund some aspect of brownfield redevelopment
- Provincial programs that fund some aspect of brownfield redevelopment

➤ 1. Plan

GMF grants for plans

Through GMF, FCM provides grants for plans, including community brownfield action plans (e.g. community brownfield strategies, community improvement plans or revitalization plans). FCM will provide up to 50 per cent of eligible project costs to a maximum of \$175,000. In most cases, GMF funding can be combined with federal and provincial funding.

Status: Currently accepting applications

Contact:

Federation of Canadian Municipalities
Green Municipal Fund
1-877-997-9926 • gmf@fcm.ca

For more information: [FCM's Green Municipal Fund](#)

Municipal incentives

The Planning and Development Act, 2007, authorizes Saskatchewan municipalities to set policies that address various aspects of community development, including planning for land use and development. With respect to brownfields, policies may be developed for infill development, designation of brownfield lands, zoning and incentives. For example, the [City of Saskatoon's Vacant Lot & Adaptive Re-Use Incentive Program](#) encourages development on existing vacant or brownfield sites and the reuse of vacant buildings in established areas of the city by providing financial and tax-based incentives to owners of eligible properties.

In addition, *The Municipalities Act* (sections 317.1 and 317.2) and *The Cities Act* (sections 281.1 and 281.2) allow for [tax increment financing](#) for the redevelopment of land.

2. Study

GMF grants for feasibility studies and pilot projects

Through GMF, FCM provides grants for feasibility studies (including Phase II environmental site assessments and remedial action planning) and pilot projects (including testing remediation techniques). FCM will provide up to 50 per cent of eligible project costs to a maximum of \$175,000 for feasibility studies and \$350,000 for pilot projects. In most cases, GMF funding can be combined with federal and provincial funding.

Status: Currently accepting applications

Contact:

Federation of Canadian Municipalities
Green Municipal Fund
1-877-997-9926 • gmf@fcm.ca

For more information: [FCM's Green Municipal Fund](#)

Sustainable Development Technology Canada — innovative technology development funding

Sustainable Development Technology Canada (SDTC) is a federally funded, not-for-profit foundation. SDTC finances and supports the development and demonstration of clean technologies that provide solutions to issues of climate change, clean air, water quality and soil, and deliver economic, environmental and health benefits to Canadians. On average, SDTC funds 33–50 per cent of eligible project costs.

Status: Currently accepting applications

Contact:

Sustainable Development Technology Canada
613-234-6313 • info@sdtc.ca

For more information: [Sustainable Development Technology Canada](#)

3. Remediate

GMF loans for brownfield capital projects

Through GMF, FCM provides loans for remediation and risk management activities at brownfield sites. Up to 80 per cent of eligible project costs are covered. In most cases, GMF funding can be combined with federal and provincial funding.

Status: Currently accepting applications

Contact:

Federation of Canadian Municipalities
Green Municipal Fund
1-877-997-9926 • gmf@fcm.ca

For more information: [FCM's Green Municipal Fund — Brownfields Sector Funding](#)

New Building Canada Fund

The \$10-billion Provincial–Territorial Infrastructure Component (PTIC) of the New Building Canada Fund (NBCF) is intended to support infrastructure projects of national, regional and local significance that contribute to economic growth, a clean environment and stronger communities. The PTIC is divided into two sub-components:

- \$9 billion for national and regional projects
- \$1 billion for projects located in communities of fewer than 100,000 residents, through the Small Communities Fund

These 10-year funding programs run from 2014 to 2024 and will operate concurrently with the federal Gas Tax Fund. Brownfield redevelopment projects are eligible under these programs. Specifically, the programs will fund the remediation or decontamination and the redevelopment of a brownfield site within municipal boundaries, where the redevelopment includes at least one of the following components:

- the construction of public infrastructure as identified in the context of any category under the NBCF
- the construction of municipal-use public parks and affordable housing

Status: Currently accepting applications

Contact:

Infrastructure Canada
613-948-1148 • info@infc.gc.ca

For more information: [Infrastructure Canada's New Building Canada Fund website](#)

Orphaned Environmentally Impacted Sites Fund

The Environmental Management and Protection Act, 2010, enables the establishment of an Impacted Sites Fund to reclaim, restore and remedy orphaned environmentally impacted sites. This fund will be managed by the Finance and Administration Branch of the Ministry of Environment.

4. Redevelop

GMF loans and grants for redevelopment capital projects

Through GMF, FCM provides loans and grants for redevelopment activities related to energy, water, waste and transportation. Funding is provided for up to 80 per cent of eligible project costs. The loan maximum is \$5 million, and grants are available for up to 15 per cent of the loan. Applicants with high-ranking projects may be eligible for a loan of up to \$10 million combined with a grant for 15 per cent of the loan amount, to a maximum of \$1.5 million. In most cases, GMF funding can be combined with federal and provincial funding.

Status: Currently accepting applications

Contact:

Federation of Canadian Municipalities
Green Municipal Fund
1-877-997-9926 • gmf@fcm.ca

For more information: [FCM's Green Municipal Fund](#)

New Building Canada Fund

See Remediation section above.

Private funding from financial institutions and developers

Municipalities should also seek information on private funding sources to assist with brownfield redevelopment activities.