

Community Impact & Mitigation Report

Report Context

The CRD has been planning wastewater treatment for the Core Area for over 30 years. During this time a significant number of reports have been prepared and/or reviewed to assess options and provide information to further planning.

In May 2016 a Project Board was established to define and implement wastewater treatment for the Core Area. The Project Board heard delegations and presentations from the public, industry professionals, and a CRD Director. The Project Board Chair and Vice Chair also met with staff from the CRD, all of the Core Area municipalities, and with Esquimalt and Songhees Nations representatives. The Project Board reviewed the previous technical work and extensive public commentary and developed a methodology to review and evaluate all options. This methodology included evaluation of a large number of options to identify a short list that best addressed the Project goals.

In September 2016 the Project Board presented its recommendation for wastewater treatment and on September 14, 2016 the CRD Board approved the Wastewater Treatment Project (the Project).

A significant number of the reports that have been prepared and/or reviewed still serve as useful background information, but not all of the reports are applicable to the Project. To respond to several recent public inquiries regarding topics of interest, the CRD has prepared a synopsis of reports along with a summary of the applicability of the report to the Project. The document summary is available here: <https://www.crd.bc.ca/docs/default-source/wastewater-planning-2014/2017-05-30-summary-of-documents-related-to-topics-of-interest.pdf>. The document summary does not provide a comprehensive list of reports completed as part of wastewater treatment planning for the Core Area, it is a compilation of a number of reports related to key topics of interest: odour; seabed pipeline; bluffs and shoreline; geotechnical; and noise.

Purpose of this Report

This report was prepared as part of the rezoning application for the McLoughlin Point Wastewater Treatment Plant. The report indicated that the McLoughlin plant would be designed to meet the then current Township of Esquimalt Zoning Bylaws.

Applicability to Project

Aspects of this report are applicable to the Project, though the design of the McLoughlin Point Wastewater Treatment Plant has been advanced since this report was prepared. Furthermore on February 27, 2017, the Township of Esquimalt amended its Zoning Bylaws (Amendment 2888).

APPENDIX H:

Community Impact And Mitigation Report

Prepared by CitySpaces Consulting Ltd.



McLoughlin Point: Community Impact & Mitigation Report

Prepared for the
Capital Regional District

January 2013

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A. Introduction

The following report provides a summary of potential community impacts on the Township of Esquimalt, and recommended mitigations for construction and operation of the Core Area Liquid Wastewater Treatment Program, with a focus on facilities at McLoughlin Point. Potential impacts are measured as negligible, low, moderate or high, and are based on a combination of assessments done by others and the professional judgment of CitySpaces Consulting Ltd. Impacts have been separated between construction, that is, of one-time duration, and operations that will occur over the operational life of the project.

This summary draws on reports included in the appendix of the rezoning report including reports prepared by Stantec Consulting Ltd, Tera Environmental Consultants, Bunt & Associates, and DR Coell and Associates, as well as other reports previously prepared for the Capital Regional District related to the Core Area Wastewater Treatment Program.

B. Quality of Life Impacts

The following factors have been identified as having potential impact on the quality of life for residents of the Township of Esquimalt. The information in the following section is based on the report prepared by Tera Environmental Consultants, *Terrestrial Environmental Effects of the Proposed Capital Regional District McLoughlin Point Wastewater Treatment Facility (WWTF)*. The Traffic section is based on a report prepared by Bunt and Associates, Transportation Planners and Engineers, entitled *Core Area Wastewater Treatment Program - McLoughlin Point Wastewater Treatment Facility - Traffic Considerations*.

Noise

Sources of noise during construction will range from running excavation vehicles, using concrete pouring pumps, rockbreakers and blasting, and blasting signals. Potential noise sources will be controlled to meet all noise standards at the site property lines. Information posted on temporary safety fencing and warning signs around the construction site to inform the public of noise levels will be posted if needed. No Township of Esquimalt residents live close enough to the McLoughlin Point site to be disturbed by the expected levels of construction noise.

Noise from operation of the McLoughlin Point WWTF will be generated by such equipment as pumps, compressors, standby diesel power generators, mixers, process blowers, and fans and blowers associated with ventilation systems. All systems will be covered by roof assemblies to contain noise. Noise at the property line will not exceed the levels permitted under the Township of Esquimalt's Noise Control Bylaw No. 2677. The distance between the McLoughlin Point site and the closest Esquimalt residents will further mitigate the noise effects.

Buildings that house noise-generating equipment and exhausts of diesel engines will include sound attenuation at decibel levels below the required levels to meet criteria of the Worker's Compensation Board (WCB) and Occupational Safety and Health Administration (OSHA). With the above mitigations, **impact is expected to be low** for construction and **low to negligible** for operation.



Vibration

Potential sources of vibration during construction include heavy equipment movement, excavator operation, blasting, and use of compactors and paving equipment.

Nearby occupants of Department of National Defense lands may be affected by vibration from construction activity, such as blasting, even when vibration is only slightly in excess of perception levels. Activities causing vibration will be restricted to conditions outlined in the relevant Township of Esquimalt bylaws.

Equipment that can potentially cause vibration during operations will be installed on pads and other vibration isolation devices to minimize vibration transmission, and will be kept within acceptable operating limits for protection of the equipment and operational staff.

The isolation of the site mitigates vibration impacts.

With these mitigation measures in place, **impact is expected to be low to negligible.**

Lighting

The exterior lighting plan for the WWTF will include post-top sodium vapour lighting standards typical to residential streets. Higher intensity spot lighting may be needed for any night work, if required. To prevent lighting of the night sky, lighting will be directed downward, with shields installed.

In keeping with the CRD's corporate activities for environmental sustainability, facility planning and design will incorporate sustainable building practices for green buildings, such as LEED® standards and be consistent with the project's Design Guidelines . **Impacts are expected to be low to negligible.**

Odour

Sources of odour at the McLoughlin Point WWTF can come from various components of either the untreated wastewater recovery area or the treated effluent area. The potential odour impact without mitigation, as reported in the Tera report, is high. The ambient odour guideline for the McLoughlin Point WWTF is 5 OU (Odour Units). A measurement of 5 OU or less equates to little or no detectible odour.

Ventilation air scrubbing of the enclosed facilities will be applied in ways that ensure that the 5 OU guideline is not exceeded at any time. The odour emission from all sources within enclosed buildings will be reduced by odour control systems before discharge to the atmosphere through exhaust stacks. Odour control systems will include a combination of biofilters, wet chemical scrubbing systems, and dry scrubbing systems, such as activated carbon. The heights of air exhaust stacks for the treatment of liquids will be 6m above ground level.

The operation of the facility will incorporate best practices for minimizing the potential for inadvertent release of odour, especially from untreated wastewater and sludge. Proper attention to design details and adherence to operating procedures will minimize release of odours from the treatment processes.



With these mitigation measures in place, the detection of odour units at the facility fence line is 5 OU or less, resulting in a **low to negligible expected impact**.

Visual Aesthetics

Given the location and topography of the site and its immediate surroundings, there is no point within the Township where the McLoughlin Point wastewater treatment facility will be visible. Inspections were undertaken taken by CitySpaces Consulting to determine if the site was visible from the following locations: West Bay RV site, Cairn Park and Macaulay Point Park. There is a potential that the site may be visible from higher floors of buildings located along Dunsmuir Road. The **visual impacts within the Township of Esquimalt are negligible**.

The facility will be visible from certain locations within the City of Victoria, namely the waterfront from Shoal Point to Ogden Point, and an area of waterfront along the north side of the middle harbour, from approximately Maitland Street to Paul Kane Place. The nearest point visible from land is 650 metres away, across the outer harbour. McLoughlin Point is also visible from arriving or departing Victoria Harbour vessels or aircraft.

Long-view vistas across the harbour from the east and south are the most significant design considerations.

Traffic

Bunt and Associates, Transportation Planners and Engineers, have prepared a report entitled *Core Area Wastewater Treatment Program - McLoughlin Point Wastewater Treatment Facility - Traffic Considerations*. The report examined traffic impacts on and mitigation measures for Esquimalt road systems during construction and operation of the McLoughlin Point Wastewater Treatment Facility.

The report assumes that construction materials and equipment will be delivered by vehicles. However, the contractor may consider barging some of the construction materials and equipment to the site, which would reduce the impact on traffic volumes.

CONSTRUCTION OF MCLOUGHLIN POINT WASTEWATER TREATMENT FACILITY

The analysis indicates that trips generated from construction activities on major roads (i.e. Esquimalt Road) are expected to be negligible relative to existing traffic volumes, but will have noticeable impact on local roads, particularly south of Esquimalt Road, due to lower existing volumes and the types of vehicles. Localized traffic impacts during construction may be **moderate to high without mitigation**.

The report also indicates that an average of 134 vehicles per day will be generated by the construction labour force, with a peak of 266 vehicles per day during the concrete work.

The report identifies impacts on schools, particularly Macaulay Elementary School, which is located closest to the site, and provides mitigation measures.

Recommended mitigation measures, including for Macaulay Elementary School, include:

- Continue to investigate the use of barges for delivery of materials and equipment to / from the site to reduce site generated truck traffic.



- Prior to construction, the CRD, Township of Esquimalt, construction contractors and local stakeholders should establish a project liaison committee and communication plan. This committee should have regular meetings and would be a valuable source for communication of activities, impacts and any complaints to ensure timely delivery of information between affected parties.
- A staging area on, or directly adjacent, the site will need to be established to ensure that trucks do not park on roadways while waiting to deliver materials or equipment. Additionally, more complex scheduling could minimize the number of trucks in the area at one time.
- Avoid schools, particularly during peak pick-up / drop-off periods.
- Work with representatives of Macaulay School to develop a program which provides student safety education and promotes the use of alternative roadways for pedestrian traffic accessing the school.
- Maintain / implement crossing guards as deemed appropriate.
- Where feasible, schedule trucking activity to occur outside the typical commuter peak periods (7:30am – 9:00am & 4:00pm – 6:00pm).
- Transit passes could be offered to construction workers that do not need to drive to the site.
- Vanpooling for construction staff should be offered to construction workers that do not need to drive to the site. Park & Ride facilities should be identified for this service.
- Restrict engine compression brake usage on municipal roads.
- Conduct regular vehicle safety inspections.
- Ensure truck turning paths have adequate clearance, particularly on local roads. Restrict on-street parking where necessary.
- Provide sufficient parking space for construction crews.
- Prohibit construction staff from parking on the adjacent roads. Temporary permits for residents could be provided and enforced.
- An inventory of existing road surface condition along construction traffic routes should be undertaken to ensure roadways are restored to original condition following project completion.

With these mitigation measures in place, impacts are expected to be **low to moderate**.

CONVEYANCE PIPELINE CONSTRUCTION

The conveyance pipeline route between the McLoughlin Point Wastewater Treatment Facility and the Hartland Facility has not been finalized, and will be determined after a consultation process with neighbours. Pipeline construction mitigation measures will include:

- Implement standard procedures for managing vehicular traffic in a construction zone, which would result in one lane remaining open to alternating directions of traffic.
- Schedule construction activities outside of peak periods of vehicular activity.
- Construction contractor to provide a Traffic Management Plan to the Township of Esquimalt for approval prior to construction activities.



- Final routing will be determined after consultation with neighbours subsequent to the rezoning application.
- Ensure all affected stakeholders receive adequate notice of construction activities. During periods of major activity or pipeline construction, some areas of on-street parking could be restricted to provide additional space for vehicle traffic operation.
- During periods of major activity or pipeline construction, some area of on-street parking could be restricted to provide additional space for vehicle traffic operations.
- Restore road surfaces and all disturbed areas to original condition.

With mitigation measures in place, localized impacts are expected to be **low to moderate**.

OPERATIONS

Traffic impacts during operation of the facilities will be **negligible**.

Recommended mitigation measures include:

- Avoid school zones during peak student pick-up / drop-off periods.
- Discuss routing with Esquimalt staff; it may be beneficial to permit delivery trucks on alternate routes to avoid Macaulay School.
- Restrict engine/air brake usage.

ACCESS TO DND LANDS

Access to the McLoughlin Point Wastewater Treatment Facility from the closest public road is a distance of more than 500 m through DND lands. The CRD has received approval in principle from DND for construction and long term operational access. Part of the consultation process for this application will include a community meeting with the Work Point DND staff and residents.

C. Social Impacts

Social impacts consist primarily of effects on local housing, schools or other social institutions or activities.

Housing

A major new project introduced into a community generally raises concerns in two areas:

- impact on housing availability and resulting impacts on affordability; and
- impact on residential property values.

HOUSING AVAILABILITY AND AFFORDABILITY

It is unlikely that there will be a noticeable demand for additional rental or owned housing for construction workers as they may already be living in the Township of Esquimalt or elsewhere in the region. There will be few new permanent employees for the operation of the facility and they may already be living in the Township of Esquimalt or elsewhere in the region or, if new to the region, may choose housing in another municipality.



Construction and operation of the wastewater treatment facility will have a **negligible impact** on availability and affordability of housing in the Township of Esquimalt.

RESIDENTIAL PROPERTY VALUES

DR Coell and Associates Inc. were asked to provide a professional opinion on the likely impact of a new wastewater treatment facility at McLoughlin Point on residential property values in the Township of Esquimalt (see attached report).

In their view, the two factors most likely to have a potential impact on residential use in the general area of McLoughlin Point are noise and odour. Another, more intangible category of impact is stigma. The level of market risk, usually associated with reduced sale prices or extended days on the market, is the stigma associated with the project.

The investigation was undertaken by comparing paired sales and resales before and after the installation of wastewater treatment or pumping facilities in other areas of the CRD, to determine if the infrastructure resulted in measurable market related detrimental effects.

There appeared to be no market discount associated with any of the comparable properties identified in the report.

The report concluded that “It is likely that the McLoughlin Point plant, if designed and operated according to the specifications in the CRD-Westland Report, will have **negligible to no impact** on real estate values.” (see opinion letter, Appendix J)

Schools

Macaulay Elementary School is located at 1010 Wychbury Avenue. Approximately 450 students are enrolled in this public elementary school that offers both English and French Immersion programs to students from kindergarten through grade 5. It is a neighbourhood school and the only French Immersion elementary school in the Township of Esquimalt. This means that students travel to school by foot, by public transit, and are driven in private vehicles.

A major new development in the community can have impacts in two areas:

- student enrollment; and
- safety, particularly during construction.

STUDENT ENROLLMENT

No large influx of workers and their families is expected. It is also not expected that families will leave the area because of the facility. Construction and operation of a wastewater treatment plant at McLoughlin Point will likely have a **negligible impact** on student enrollment.

SAFETY

The traffic study prepared by Bunt and Associates identifies potential traffic impacts and recommended mitigations for both construction and operation of the wastewater treatment facility with particular reference to Macaulay School. These are outlined in the previous section “Traffic”.



D. Functional Impacts

Functional impacts identified consist of those related to construction of conveyance pipes to the biosolids treatment facility, delivery and storage of chemicals, and location and size of utility requirements. Potential impacts are described below. Background material for this section are in the appended report entitled “*McLoughlin Point Risk Assessment Report*” prepared by Stantec Consulting Ltd., and the *Terrestrial Environmental Effects of the Proposed Capital Regional District McLoughlin Point Wastewater Treatment Facility* prepared by Tera Environmental Consultants.

Disposal of Sludge

Sludge from the McLoughlin Point Wastewater Treatment Plant (WWTP) is anticipated to be pumped, via a 200mm diameter forcemain approximately 18km in length, through the Township of Esquimalt to the proposed biosolids treatment facility at Hartland Landfill (the Hartland Energy Centre). A second forcemain would be installed in the same trench, which would convey centrate from the dewatering process at the biosolids facility and return it to the sanitary sewer system. It is noted that the CRD continues to look for other location options. The Hartland site remains the “chosen” site.

The impact on the Township based on the Hartland site will occur once, during the installation of the forcemain, affecting traffic and potentially parking. The design and installation of the forcemains will be in accordance with the Township of Esquimalt Bylaws. As this primarily involves the installation of two relatively small diameter pipes in the same trench, impacts on each street will be of short duration.

In addition to the mitigation measures described above, the CRD commits to a separate neighbourhood consultation process to review the pipe route options and choose the most efficacious route.

With the proposed mitigation measures and the length of time each section of road is affected, the impact is expected to be **low to negligible**.

Delivery and Storage of Chemicals

Chemicals used in the water treatment process will be largely inorganic materials, such as polymers, caustics, coagulant chemical agents, or compounds for cleaning treatment media. Chemicals will be delivered once to a maximum of two times a month in small to medium sized shipments (10 to 20 m³) and stored at the McLoughlin Point facility in secured tanks with containment features.

An estimated 70 to 80 mg/L of alum (aluminum sulfate) will be needed for chemically assisted primary treatment, requiring approximately 10 trucks per year (22,000L per truck). Alum will be stored in bulk storage tanks with suitable containment sumps that will enable full secondary treatment in the event of a leak. Drainage sumps will also be provided at chemical off-loading locations to capture accidental spillages. Alum will only be used during wet weather flow conditions (anticipated to occur during five months of the year).

The delivery and storage of chemicals is expected to have a **negligible impact** on the community, with no mitigation proposed.



Location and Size of New Utilities

The utility information in this section is based on the *McLoughlin Point WWTP Site Service Report* prepared by Stantec Consulting Ltd.

SANITARY SEWER

As the proposed development is a wastewater treatment plant, there will be no need to connect to an external sewage collection system. All internally generated wastewater will be discharged to the on-site treatment plant.

This is expected to have a **negligible impact** on the community, and therefore no mitigation is proposed.

WATER

The total water demand will be a combination of fire flow and, to a lesser extent, onsite water consumption. The watermain location was confirmed with the City of Victoria. Based on calculations contained in their report, the 200mm ductile iron watermain on DND lands that dead-ends adjacent to the site will need to be replaced with a 250mm to 300mm watermain, from Lyall Street through DND lands to McLoughlin Point. On-site fire hydrants will also need to be installed.

The watermain installation work to be done from Lyall Street through DND lands to the site is expected to have **low impact** on the community during construction. Mitigation during construction would involve constructing during permitted hours and following traffic safety requirements.

ELECTRICAL AND COMMUNICATIONS

It is expected that a new primary supply service for 5 MVA will be required to be routed from the plant to the existing substation near the intersection of Hereward and Devonshire (approx. 3 km from the WWTP). This would include new poles and 25 kV line to replace the existing poles and 12 kV line. Two new transformers would also be installed on the McLoughlin Point site. BC Hydro will install the poles and service, with short-term hazard limited to the replacement of the existing power line, and no new long-term health hazards. The actual routing of new wiring and power lines will be designed and installed by BC Hydro and can only be determined after more detailed design development has occurred.

The short-term hazard during installation of power services in the road rights-of-way is anticipated to have **low impact** on the community. Mitigation during construction would involve constructing during permitted hours and following safety requirements and regulations.

Telus has confirmed that phone and communication services exist on Victoria View Road adjacent to the site on DND lands. Fibre optics is available in the general area and could be delivered to the site, if required. Installation of these services is expected to have a **negligible impact** on the community.

NATURAL GAS

Although natural gas is not required for any treatment processes, it will be used for supplemental heating of the buildings. Gas would need to be extended to the site from where it currently terminates on Victoria View Road, approximately 250m north of the site.



The installation of a natural gas line is expected to have a **negligible impact** on the community during construction. Mitigation during construction would involve constructing during permitted hours and following safety requirements and regulations.

E. Economic Impacts

The purpose of this section is to provide a high-level overview of economic and financial impacts of the proposed Core Area Wastewater Treatment Program from a region-wide context and more specifically, for the Township of Esquimalt. It is not an assessment that will provide succinct background information for the municipality.

Capital Costs and Impacts - Overview

Gross examination of the Capital Expenditures are shown in the table below, collected from CRD sources including work prepared for the CRD by Stantec Consulting Ltd.

TABLE 1 - CAPITAL EXPENDITURES INCLUDING EMPLOYMENT

Description	Amount
Estimated total costs of the Core Area Wastewater Treatment Program implementation	\$783,000,000
Estimated construction capital cost	\$549,000,000
Estimated capital costs of the McLoughlin Point Treatment Plant and Outfall	\$210,000,000
Biosolids Recovery - Hartland Road - including conveyance piping and pumps	\$205,000,000
Macaulay Point to McLoughlin Point conveyance	\$13,000,000
Capital cost estimate for provision of resource recovery	\$57,000,000
Total number of direct jobs during construction - (full time job years)	10,124 job years
Estimated direct and indirect economic impact applying multiplier effect ¹	\$1,323,270,000

¹ The multiplier effects represent additional expenditures made within the regional economy that are “stimulated” by the direct expenditures on the sewage treatment system. The multiplier tries to measure how much one dollar spent circulates and recirculates within the economy, thus magnifying (or multiplying) the effects of the original expenditure.



Operating Costs and Impacts – Overview

The following table provides an overview of the estimated operational costs and impacts.

TABLE 2 - OPERATIONAL EXPENDITURES INCLUDING EMPLOYMENT

Description	Costs	Revenues/Benefits
Annual operating cost	\$14.5 million	
Additional full-time staffing for operations and maintenance	14 persons	
Potential future resource recovery		\$3.1 million
Potential carbon offsets		18, 500 Tons

Impacts – Regional

- Construction of the Core Area Wastewater Treatment Program components is expected to create more than 10,000 job years of employment and generate some \$1.3 billion in economic activity over approximately a 4-year period.
- The CRD is the last major coastal community in Western Canada and United States discharging untreated sewage into the marine environment and there have been general concerns expressed about the impacts on future investment decisions based on current practices. For example, tourism is a significant part of the regional economy. Based on a 2011 study by Grant Thornton Consulting, there were 21,756 tourism jobs, equating to \$720 million in tourism-related wages and salaries and \$1.9 billion in industry output in 2009. Concerns have been expressed regarding the region's image and potentially negatively impacting the region's tourism economy. It is noted that there are no definitive analyses to support the position.
- The current financial costs are being borne more or less equally among a federal contribution, a provincial contribution, and local government (core area tax payer) contributions. The breakdown is: \$253.4 million from the federal government, \$248 million from the provincial government, and \$281.3 million estimated as the local contribution. If there was not a three-party funding formula, the costs borne by the local taxpayer would be effectively three times the planned impacts.
- Operationally, there will be an estimated 14 additional staff hired, an estimated \$3.1 million in potential future resource recovery revenue and a potential of 18,500 tons of carbon offsets. Annual operating costs are estimated at \$14.5 million, in today's dollars.



Impacts – Township of Esquimalt

The impacts incurred by or within the Township include the following:

- The McLoughlin Point property taxes for 2012 was \$94,172. With the transfer of land to the CRD, the land will not be taxable. Approximately 40% of the property tax revenues in the Township are transferred to other taxing authorities. Based on 2012 taxation, about \$56,500 will be directly lost from municipal revenues. This loss will be ongoing. If one assumes a 4% rate over a 40 year period, the future value of the \$56,500 is \$270,800.
- The Township property tax revenue loss based on 2012 taxation represents about about one-fifth of 1% of the Township’s annual revenues and about 0.4% (less than one-half of one per cent) of municipal revenues attributable to property taxes.
- Building permit fees are expected to generate approximately \$100,000 in a one-time payment.
- A Works and Services agreement is expected to be entered into consistent with Council Policy #PLAN-27 regarding the repair and upgrade of highways, sidewalks, boulevards and boulevard crossings, street lighting, electrical, drainage, pathways, or other municipal infrastructure impacted by the development of the treatment or collection system (piping). All Township roads and infrastructure impacted by the construction will be repaired and upgraded to appropriate standards.
- The Township will receive at least a proportional economic benefit that the region experiences in terms of financial impact of the capital dollars spent in the region, including secondary financial benefits to local retail stores and businesses.
- The Township will receive at least a proportional economic benefit in terms of local residents obtaining construction employment and permanent operational employment.





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